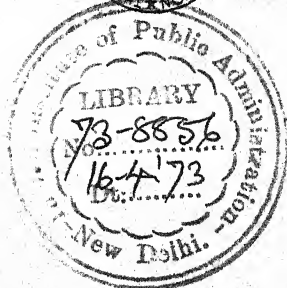


# **MUNICIPAL PERSONNEL SYSTEMS**

# MUNICIPAL PERSONNEL SYSTEMS

Proceedings of the Seminar  
June 7-8, 1971  
New Delhi

IIPA LIBRARY



CENTRE FOR TRAINING & RESEARCH IN MUNICIPAL ADMINISTRATION  
THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION  
INDRAPRASTHA ESTATE, RING ROAD, NEW DELHI (INDIA)

© THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION.  
NEW DELHI

MARCH 1973

CLS  
K. B. 1-54  
2012

PRICE { INDIA : Rs. 6.00  
ABROAD : \$ 2.00 or 75 P.

## PREFACE

Municipal Administration in India has suffered considerably due to the scanty regard paid to the problems of personnel. There has hardly ever been a personnel policy and the recent attempts to organise cadres of municipal services and to prescribe rules and regulations for the recruitment, promotion and disciplinary control of municipal employees have yet a long way to go. Most of the difficulties in the effective functioning of municipal administration can be ascribed to the quality of its personnel.

The Centre therefore organised a Seminar on Municipal Personnel System in June, 1971, and the Seminar was attended by senior elected members and office bearers of municipalities, executive officers as well as a number of experts in the field of municipal administration. The proceedings of the Seminar along with the paper present are presented here

I am grateful to Shri D. D. Malhotra, Lecturer at this Centre who was responsible for organising the Seminar, for



## PREFACE

drawing up the proceedings and writing the Introduction. It is hoped that the conclusions arrived at the Seminar will help the municipal authorities and the State Governments to orient their policies in respect of municipal personnel.

DEVA RAJ

*Director*

*(CMA)*

INDIAN INSTITUTE OF PUBLIC  
ADMINISTRATION

NEW DELHI

AUGUST 9, 1972.

## CONTENTS

	PAGES
PREFACE	v
1 INTRODUCTION	1
2 SUMMARY OF PROCEEDINGS	7
3 WORKING PAPERS AND DISCUSSIONS	
(A) PERSONNEL SYSTEM AND MUNICIPAL MANAGEMENT STRUCTURE —DR. M. BHATTACHARYA	19
(B) MANAGEMENT OF MUNICIPAL CADRES —PROF. DEVA RAJ	28
(C) TRAINING IN RELATION TO MUNICIPAL STAFFING PATTERN —SHRI A. DATTA	37

	PAGES
(D) MUNICIPAL EXECUTIVES AND TECHNICAL OFFICERS : THE PROBLEM OF THEIR RELATIONSHIP —SHRI D. D. MALHOTRA	45
(E) POSITION CLASSIFICATION IN MUNICIPAL PERSONNEL ADMINISTRATION —DR. S. P. VERMA	54

## APPENDICES

(A) LIST OF PARTICIPANTS	77
(B) WORK PROGRAMME	87

1

# INTRODUCTION

## INTRODUCTION

In India, municipal administration is the most vital but unfortunately the weakest link between the government and the citizens in urban areas. It is at this level that citizens' perception of their government is coloured by the type of contacts they develop and experiences they undergo in securing the civic services and amenities of daily importance to their urban living. The structure of municipal government does no doubt provide for the involvement of people's elected representatives. But if it continuously gives frustrating experiences to the citizens and fails to respond to their needs, it would lead to their apathy and alienation and eventually to the erosion of democratic institutions and processes. It is in this context that the quality of municipal personnel plays a crucial role.

The present seminar was organised to bring into sharp focus the issues and problems of management of municipal personnel in India. The main questions that came up for discussion in the Seminar were as follows :

- (1) Whether introduction of statewide municipal cadres is desirable as a measure to improve the quality of

personnel, and if so, what levels and categories of personnel should be covered by such cadres.

- (2) What are the problems faced in the management of municipal cadres in states where they were introduced and what are the steps that are required to mitigate such problems.
- (3) What should be the nature, role and function of an agency at the state level for effectively dealing with municipal personnel policies.
- (4) Whether the staffing pattern emerging out of the introduction of state municipal cadres for higher administrative posts and integrated cadres for technical posts is conducive enough for developing harmonious relationship and team spirit amongst heads of departments for providing unity of direction and purpose, and for promoting better supervision and control over the staff.
- (5) Whether the existing municipal management structure is conducive to the evolution of sound personnel policies and practices.
- (6) To what extent there is need and scope for position classification in municipal administration, in order to ensure "equal pay for equal work" and for better fixation of duties and responsibilities.
- (7) Whether adequate facilities for training and staff development of municipal employees exist to improve the quality of the personnel.

The Seminar observed that there had been a chronic problem for the municipal bodies to attract and retain competent personnel. To a great extent this has been due to the total absence of a personnel policy for local bodies. The participants in the Seminar noted with concern the tendency on the part of the state governments to form *ad hoc* boards for the implementation of development tasks in urban areas on the ground that the urban local bodies suffer from lack of resources and competent personnel. Also, in their attempt to improve the quality of personnel, a number of states in India, the

Seminar observed, have either already provincialised the services of a few or all categories of municipal employees or they have made provisions in their Municipal Acts for this purpose. Most of the participants in the Seminar felt that this reform effort was essential to meet the inadequacies of the separate personnel system in which opportunities for transfer essential to the enrichment of individual experiences, for prevention of stagnation, for developing employees for assuming higher responsibilities, and for better promotion prospects and other service benefits are highly restricted. Also, under the system, to offset considerable job insecurity employees often develop unhealthy political alliances to the detriment of efficiency in and effectiveness of municipal administration. Some of the participants in the seminar strongly opposed this reform on the ground that the municipal cadres managed by the state government would compromise the loyalty of the staff to the local bodies and would considerably dilute local autonomy. It was also stated that even in those states where statewide municipal cadres were adopted, the spirit and the purpose with which this reform was conceived was missing in its implementation, and the management of such municipal cadres left much to be desired. Nevertheless, there was a general feeling of acceptance of the need of statewide cadres. This called for a strong central agency at the state level adequately equipped with men of experience, expertise and competence, as statewide cadres involve the exercise of considerable powers of appointment posting, transfer, promotion and disciplinary control in respect of the encadred staff. It was also necessary that service benefits should be ensured by the state governments. The Seminar found it necessary to institute a fund at the state level for the purposes of disbursement of leave salary, special allowances and retirement benefits. The municipal bodies should contribute to this fund in respect of officers posted to them. The establishment of such a fund under a state level agency would facilitate institutional staff development and training programmes which, ordinarily, the municipal bodies, individually, may not be able to provide.

The Seminar also recognised that even after encadring the supervisory officers of regular categories, a substantial strength of municipal staff would still continue to be employed by the local bodies on their own. For them the State Directorate or Secretariat Department could act as a standard-setter by evolving uniform service rules and conditions of employment. It could also provide management, consultancy and other services in the fields of Work Study, Operational Research, PERT/CPM, and the formulation of job specification and performance norms.

In matters of recruitment of such employees, it was suggested to establish at the State level a Municipal Service Commission on the pattern of the State Public Service Commission, but with a wider scope to cover the functions elaborated above. Alternatively, some participants observed, a statutory board might be more suitable. In addition, such a Board or Commission could provide a strong base and a reliable instrument for the formulation of personnel policies in respect of urban local bodies at the state level as well as reviewing and recommending allocation of local functions and resources between the state government and local bodies and for recommending measures for strengthening the viability of local bodies. Whether it is Municipal Service Commission or a Statutory Board or both with delineation of functions amongst them, the basic purpose is to provide substantial degree of freedom from the state control so that the improvements in the management of municipal bodies are carried out without causing a sense of loss of autonomy amongst them. To achieve this purpose it was thought necessary that the composition of the Commission or the Board be such as to provide for adequate representation of municipal bodies, services and the state government.

Another aspect of municipal administration which came under critical examination by the participants in the Seminar was its management structure and its impact on discipline and morale of the municipal employees. The present management structure of municipal authorities was such that powers and



functions were distributed and diffused amongst a number of authorities in such a manner that it became extremely difficult to fix responsibilities and channels of administrative control and accountability. The fragmented management structure without any unified executive, the Seminar observed, created conditions which encouraged atomised political interferences in day-to-day administration. Even in the municipalities, where the Chairman or the President is the chief political executive, the powers in respect of staff matters such as appointments, promotions, awarding of increments, disciplinary matters, etc. fell largely within the jurisdiction of the municipal council. The adverse effects that such a practice produced on the morale and motivation of employees and to evolution of sound personnel policies and practices were far reaching.

The participants were unanimous in recognising the importance of training; but unfortunately, the absence of institutional training facilities—of foundational or mid-career nature—at the state level for municipal employees, they felt, was an indication of states' relative indifference towards municipal administration. The central government had no doubt come forward to support the establishment of the Centre for Research and Training in Municipal Administration at New Delhi as well as Regional Centres at Lucknow, Hyderabad, Bombay and Calcutta. The state government and the municipal bodies should, however, come forward to make full use of these training facilities and, in addition, look forward to building up their own training institutions or centres. The participants were also of the view that unless the training of municipal employees was related to their service careers, the utility and impact of such courses would always remain doubtful.

While forming the statewide cadres the philosophy that generalist should be at the top and the specialist at the tap and the assumption that the managerial capabilities could only be found in the generalist service was found by the participants in the Seminar to have dominated, despite the fact that their relevance to the new context of administration were being seriously questioned in recent years. On the other hand it was

M  
S  
O  
l  
S  
i  
C  
j

conceded that the complex character of municipal administration required orientation of the generalist in this specialised field and of technical officers in general municipal administration.

The Seminar also observed that with the introduction of statewide unified or integrated cadres for largely technical officers, a great deal of ambiguity prevailed as to the nature and extent of control to be exercised by elected heads over the actions and performance of encadred staff and by the Executive Officers over the officers belonging to integrated cadres. Duality of control in the absence of tradition and effective mechanism for motivating better performance and for ensuring loyalty amongst the encadred staff to the local bodies, the Seminar found, prevents the development of a team spirit necessary for the effective functioning of local bodies.

In the end it was felt that the problems of municipal personnel must be seen in the context of an overall policy towards local self governing institutions. The *ad hoc* reform efforts instead of strengthening the local authorities have deprived them of their functions and autonomy, and weakened them ultimately. It was, therefore, desirable that State-Municipal relations should be carefully reviewed and placed on a new footing of mutual accommodation and partnership for the realisation of common objective of urban management. There should be a regular machinery to go into the question of allocation of functions and resources periodically and of reorganisation whenever necessary, so that local bodies could develop and grow into viable units politically, administratively and financially for dealing effectively with the challenges and complexities of a deteriorating urban situation.

2

SUMMARY OF  
PROCEEDINGS

# SUMMARY OF PROCEEDINGS

## I. INAUGURATION

Prof. G. Mukharji, Director, IIPA, welcomed the participants in the Seminar. In particular, he was thankful to Shri Hans Raj Gupta, Mayor of Delhi, who had agreed to inaugurate the Seminar being conducted by the Institute's Centre for Municipal Administration. He expressed his gratitude to Shri Gupta for his association with and guidance to the Centre as a member of its Advisory Committee. He briefly highlighted the subject of the Seminar by observing that human beings would remain at the core of any administrative system whatsoever sophistications in methods of management, reforms in law, statutes, financial and political control, we might introduce. If the administrative system has to take the full benefit of the technological advances it is absolutely essential that the personnel should be trained and developed accordingly. Referring to the painful situation of conflict between bureaucracy and politicians in India, he stressed that the Civil Service, whether belonging to the Centre or State or Municipal Government,

must accept the fact of political control in a democracy. The Civil Servants should adjust themselves spiritually, emotionally, intellectually and psychologically to a situation wherein they must accept the decisions of the people's elected representatives in position of power and authority. It would be harmful to good administration, he observed, if any civil servant continued to remain in service while questioning and resisting such decisions. The politicians, he emphasised, also should accept that there was no system of Government where they could do without a bureaucracy. He expressed his hope that the participants in the Seminar would evolve a positive approach for dealing with the situation so that the political and administrative systems whether at the State or at the Centre or local government levels were best used at this crucial time to make maximum impact on the community. The purpose of the Seminar conducted by CMA, he stated, was to bring together the officials and elected representatives of municipal bodies to participate in discussions on problems confronting them in the course of achieving their common goals. With these introductory remarks, he requested Shri Hans Raj Gupta to inaugurate the Seminar.

Shri Gupta thanked Prof. G. Mukharji for conducting a series of seminars on important subjects for the benefit of Municipal Governments in India. He congratulated the Centre for Municipal Administration on its success in making those seminars extremely popular and educative. Such seminars, he held, contributed substantially in having brought about an awareness for improving the working of municipal bodies amongst those who were directly dealing with the management of the affairs of such bodies.

The rapid pace of urbanisation with its growing population, increasing standards of living and rising expectations during the last one decade have increased the demand for more and better civic amenities. In addition, the cities and towns have come to set the standards of national life and therefore, they want more financial resources and autonomy for handling their affairs if the purpose for which they exist had to be achieved.

On the other hand, Mr. Gupta pointed out, the State Governments were resorting to forming *ad hoc* Boards and authorities for the development tasks on the plea that Municipal Governments did not have adequate resources and the requisite personnel, and thus were suffering from administrative inefficiency. The tendency of creating more and more such bodies was leading to fragmentation of authority and wastage of limited energy and resources available at their disposal. In his evidence before the Administrative Reforms Commission, Mr. Gupta said, he had insisted that the establishment of Improvement Trusts, Development Authorities, etc., created problems of coordination of all municipal activities. Such bodies must work either in conjunction with the Municipal Government or the local body should have more control if the administrative efficiency was to be improved.

Citing the example of fragmentation of authority in the Municipal Corporation of Delhi, Mr. Gupta pointed out that the Mayor as the head of the deliberative wing had no executive authority. The Commissioner, as the Chief Executive on the other hand, had no control over the appointment, discipline or dismissal of officers drawing more than Rs. 350 per month as basic pay. Further, he stated, "the Commissioner has now to depend upon a number of bodies for the appointment and control of large proportion of municipal employees who occupy the position of responsibility. Consequently, the Commissioner is unable to look after the discipline and control of municipal personnel. Such matters, therefore, reach the Corporation meetings and it is not a surprise to find that nearly 75 per cent of items on agenda of such meetings relate to staff matters". In addition to wastage of time of the Corporation Council, Mr. Gupta continued, the discussion of such matters in the Corporation meetings created unhealthy practices in which "officials induce the corporators to take sides. Such staff matters become highly debated matters in the Corporation meetings and consequently the discipline and control over staff suffers a great deal. Under such circumstances, the Commissioner cannot be blamed for the administrative failures." In this

context, Mr. Gupta quoted, Mr. Clearence E. Ridley, the Executive Director of International Cities' Managers Association, who observed that "no administrator can be held strictly accountable for administrative results unless he retains final authority over personnel. He can delegate such techniques as examining, classification and service ratings to auxiliary agencies. But he cannot afford to delegate the determination of basic standards of classification and performance, the authority to administer disciplinary measures, the formulation of employee relations policies or the responsibility for maintaining the morale of administrative personnel."

Referring to the case of municipalities, Mr. Gupta pointed out the existence of another extreme insofar as the elected President exercised all the executive authority. "With due respect to the ability and integrity of elected Presidents", he said, "we must confess that they do not generally possess as much expertise and knowledge in rules and regulations and other personnel matters as the officers possess. Moreover, under the pressures from political parties and public opinion, dispassionate and objective judgment become a rare quality in the elected President."

The All India Mayors' Council, he said, had been seized with some of these problems and there was a proposal before them to form a Municipal Commission on an All-India basis. The Council has consistently emphasised the importance of having a well-knit policy not only in regard to recruitment, selection and appointment, but also in respect of allied subjects like classification, pay schedules, performance evaluation, promotion and transfers, training, incentive schemes and labour welfare programmes. The basic requirements of a civil service in a democracy, namely, the amenability of popular control and administrative efficiency should form the keynote of the personnel policy. Only with the adoption of such a personnel policy, Mr. Gupta observed, would the local bodies be in a position to function effectively. As a first step in this direction, Mr. Gupta suggested that the states should provincialise the municipal services. The State Municipal cadres will ensure

better service conditions, promotion opportunities, and other facilities to municipal employees. With that, he hoped, there would be better morale and integrity in municipal services. Referring to the virtually non-existent grievance removal procedures in local bodies, Mr. Gupta said that this resulted in a lot of heart burning and wastage of time and money on disciplinary proceedings and civil suits. He observed that trade union activities had become a common feature in day-to-day working. "Efforts should be made to impress upon the union leaders to organise welfare and cultural activities besides claiming the fulfilment of their demands." Such activities, Mr. Gupta said, would channelise creative energies in addition to fostering a sense of brotherhood. With these observations, Mr. Gupta declared open the deliberations of the Seminar.

Prof. G. Mukharji, Director, IIPA, thanked Mr. Gupta for setting the pace of discussion and providing guidelines along which, he hoped, the deliberations of the Seminar could be conducted with advantage.

## II. DISCUSSION SESSIONS

There were in all four sessions spread over two days *i.e.* June 7 and 8, 1971. Five papers on municipal personnel administration in India were presented and discussed by the participants in the Seminar during these sessions. These papers together with the discussion that followed are given separately in Part 3. A brief resume of the proceedings is given below.

The first session started with Dr. R. B. Das, Director, Regional Centre for Research and Training in Municipal Administration, Lucknow, in the chair. Dr. Mohit Bhattacharya of the Centre for Training and Research in Municipal Administration in the Indian Institute of Public Administration gave the salient features of his paper entitled "Personnel System and Municipal Management Structure" (page 19). The main theme of the paper and the discussion that followed its presentation, was that the encadrement of municipal services was not the panacea for all municipal personnel problems. A



large number of such problems emerge as a consequence of peculiar municipal organisation structure in India.

In the afternoon session Prof. Deva Raj presented his paper entitled "Management of Municipal Cadres" (page 28) with Shri H. P. Shahi in the chair. He emphasised the need for a vigorous exercise in planning and organisation before unified municipal cadres were introduced. The lack of proper management of these cadres caused damage to the interest of local bodies and to the morale and motivation of municipal employees. The discussion on the paper stressed the imperative need of toning up the management of municipal personnel whatever might be the system of staffing—separate, integrated or unified adopted by a state.

Shri A. Datta was then requested by the Chairman to present his paper entitled "Training in Relation to Municipal Staffing Pattern" (page 37). While emphasising the training of municipal employees, he identified various types of training needs. He further observed that the facilities for training were conspicuously absent in most of the states in India. He strongly pleaded for the establishment of Municipal Staff College in each state and for integrating training with individual's career advancement plans.

The morning session on June 8, 1971, started with discussion on Shri A. Datta's paper on training. Shri Patel was in chair. This was followed up by the presentation of the paper "Municipal Executives and Technical Officers : Problem of their Relationship" (page 45) by Shri D. D. Malhotra. With the increasing number of specialists required to tackle the complex urban problems and the change in the role and the emphasis of administration under new socio-economic and political conditions, Shri Malhotra contended, the service structure and operating styles had not responded to such changes giving rise to injurious conflicts within the municipal administration. The discussion revealed that technical officers should be accorded a better treatment and the dual control over departmental heads should be avoided. In addition, there was need to develop managerial expertise and administrative leadership amongst

executive officers.

In the afternoon session on June 8, 1971, Dr. S. P. Verma presented his paper "Position Classification in Municipal Personnel Administration" (page 54). The classification system prevalent in municipal administration, he pointed out, was a colonial legacy and did not reflect the principle of "equal pay for equal work". The salaries etc. of officers occupying a particular position were not determined by the contents of the job held but by the service to which he belonged. Nor did this system pin-point duties and responsibilities of various officials. He explained various concepts in position classification system and its scope in the Indian context. In the discussion that followed the presentation of the paper, it was felt that although position classification provided a scientific approach to personnel management yet its success very largely depended upon the degree of specialisation in the personnel system. It was felt that in India, to begin with, the position classification could be attempted to cover highly technical services.

Prof. G. Mukharji in his concluding address observed that the whole purpose of organising the Seminar was to bring together the people who were intimately connected with the affairs of urban local bodies and to highlight the problems involved in the administration of such bodies. Many of our failures in the implementation of programmes were due to the maladjustment in the personnel policy. It was essential to link the personnel policy and administration of local bodies with that of the Centre and the States.

Though it was desirable, he continued, that Local Governments should enjoy maximum autonomy, it had to be in consonance with its overall objectives. Certain amount of dilution in the autonomy had been inevitable even in western countries on account of the inability and the lack of viability of the local bodies to deal with the new magnitudes and dimensions of urban problems of the contemporary era. In India, the urban local bodies suffer from chronic low-income-levels and were thus unable to attract and retain good quality personnel for their administration. Encadrement of municipal services in

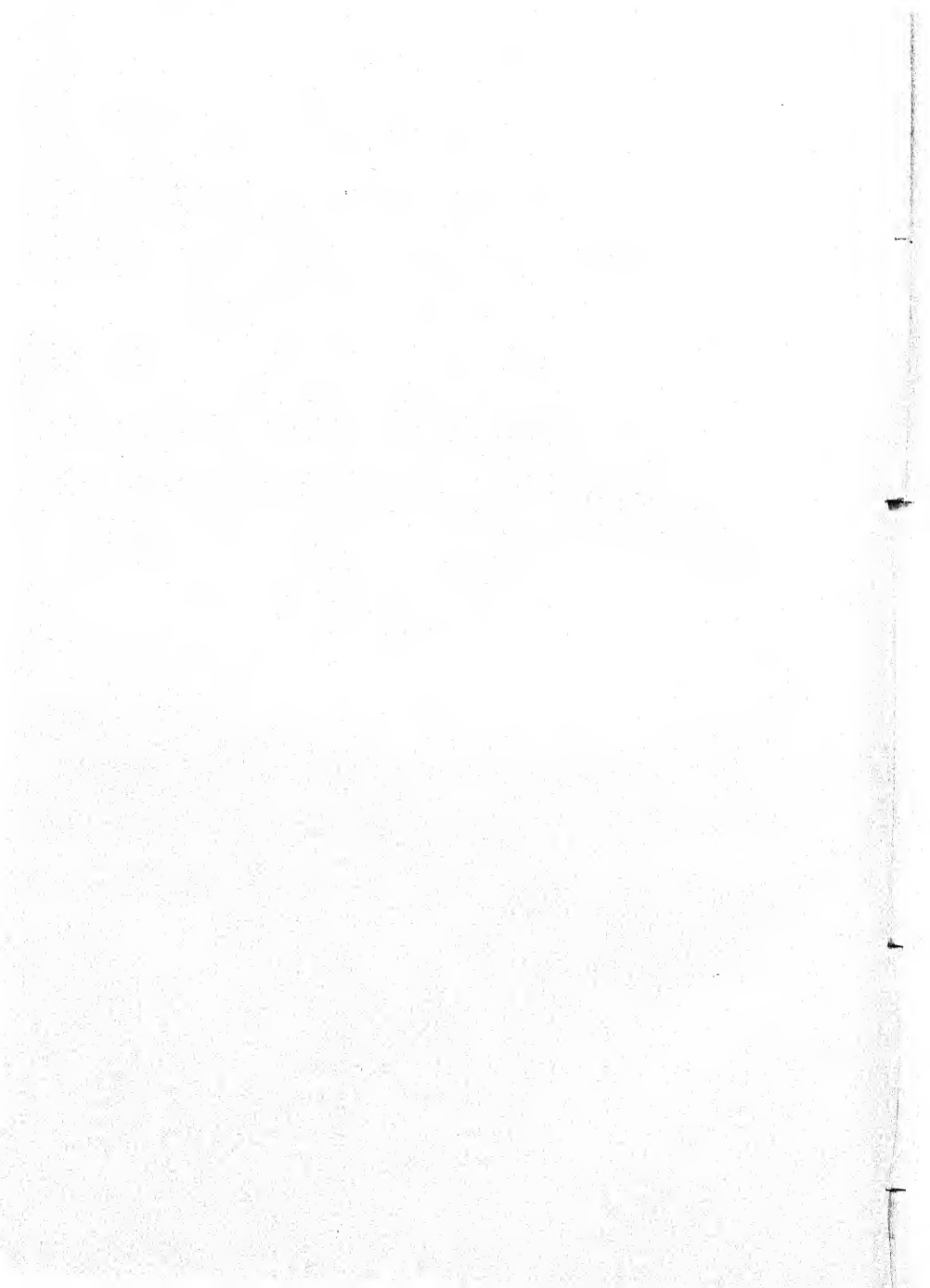
## SUMMARY OF PROCEEDINGS

states might mean a small sacrifice of autonomy by the local bodies but it was essential for the improvement of services rendered to the community.

Further, Prof. Mukharji suggested that in order to improve recruitment policy, it was essential to recruit municipal personnel in each state through a Municipal Service Commission on the pattern of the State Public Service Commission. "In addition, a Board at the state level, which may be a statutory body, should be established to deal with the recruitment, appointments, transfers, promotions etc. of municipal employees. The Board may comprise of representatives of municipal bodies, municipal services and of the state government. Technical Officers such as doctors, engineers and other experts should also be represented on the Board. Such an autonomous statutory Board could considerably reduce the political interference in the day-to-day administration. He thanked the participants in the Seminar for their frank expression of views contributing to the success of the Seminar.

3

WORKING PAPERS  
AND  
DISCUSSIONS



A

## Personnel System and Municipal Management Structure\*

The successful running of municipal administrative machinery largely depends upon the combined efforts of and harmonious relations between the elected civic leaders and the appointed municipal staff. They are complementary to each other. However, the municipal civil servants are an aid to the elected council, their basic duty being to advise the Council in the discharge of its statutory responsibilities and to implement the decision of the Council. In this context, the subordination of municipal civil servants to the elected element in municipal staffing pattern that seeks to violate this basic principle has to be viewed with suspicion as it may well be intended to subvert municipal democracy in the name of 'efficiency'. It becomes necessary therefore to discuss municipal personnel system within the purview of the basic principles of municipal democracy and

---

\*Paper presented by Dr. M. Bhattacharya.

the overall problems of the municipal institutions.

The primary reason behind the establishment of local government units in preference to a State departmental branch to administer local affairs is to promote "local self-government" and in any municipal reform proposal, self-government is not a negotiable subject. Hence any attempt to replace local discretion by State departmental control is not a reform but a repression of local self-government. The acid test of reform proposal lies in its effect on local autonomy.

Municipal problems are so interlinked that any attempt to study a specific problem in isolation from others may lead us to wrong conclusions. Unfortunately, we have actually been following this approach in the name of reforms in municipal administration. Thus, water supply and sanitation problems have been sought to be solved by creating water supply and sanitation boards and educational problems by State take-over of primary education. When the crying need was to remedy the defects of the whole system of municipal government, what in fact was done was to rob the municipalities of their functional responsibilities. If the motive is to concentrate powers in the hands of the State Governments and to denude the municipal authorities of their powers and responsibilities, a more appropriate policy will be to wind up the sham show of municipal government altogether and to convert local administration into a branch of State administration.

The Report of Rural Urban Relationship Committee identified following municipal personnel administration problems, the solutions for which are being sought by advocating or adopting different systems—unified and integrated<sup>1</sup> :

- (i) The essential ingredients of an effective local service, as indeed of any other service, are integrity, competence, impartiality, contentment and devotion to duty. All these can best be secured by establishing a permanent corps of officials, recruited on merit and having security of tenure and opportunity for advancement through

---

<sup>1</sup> *Report of the Rural Urban Relationship Committee* (Vol. I), Ministry of Health and Family Planning, Government of India, 1966, Ch. VIII.

“well-graded and adequate scales of pay and a fair system of promotion. These ingredients are generally absent in the services of local bodies”.

- (ii) On account of their size and composition, the municipal councils and committees are not able to properly exercise their powers relating to disciplinary action, reduction in rank, removal and dismissal. Municipal officers and staff often “curry favour with the councillors for improving their prospects and saving themselves from disciplinary action. It involves them in factional politics”.
- (iii) “The conditions of service, salary scales and prospects of promotion of municipal officers compare very unfavourably with those in equivalent posts under the (State) government. It is difficult to attract suitable candidates to municipal services and still more difficult to retain them.”

A facile argument has been made that these problems follow from the separate personnel system under which the municipal councils enjoy their freedom to appoint their own staff and exercise disciplinary control over them. Since the separate personnel system is an attribute of municipal autonomy, it has naturally come under fire and the obvious recommendation has been to introduce statewide cadres under the full control of the state government.

The municipal personnel problems are, however, very specific in nature and require a careful and scientific study before any solution can be suggested. The advocacy for the introduction of State-control cadres, not based on such a study can hardly be related to the nature and extent of municipal personnel problems. Even the Report of the Committee on the Service Conditions of Municipal Employees which was required to report the municipal personnel problems of the entire country did not conduct any study or survey of actual problems. In an age of empiricism one has yet to come across a more unscientific and unempirical published document than this report.

The problems of municipal personnel administration, boil



## MUNICIPAL PERSONNEL SYSTEMS

down to mainly three things : (a) absence of proper rules and regulations regarding qualifications, scales of pay and other service conditions; (b) inability of the municipal authorities in general to offer adequate salary and attractive service conditions to their employees owing, mainly, to their financial poverty; (c) the debilitating effect of narrow municipal politics which stands in the way of proper management of municipal personnel.

The first problems should be tackled by the State Local Self-Government Department by formulating rules and regulations regarding qualification of staff, scale of pay and service conditions. In fact the LSG Departments in Gujarat, Maharashtra, West Bengal etc. where separate personnel system is in vogue—are actually performing this duty of framing such rules and regulations and helping the municipal authorities to fix standards of work and proper pay scales. The need is to re-organise and strengthen the LSG Departments including their Directorates in order that they have adequate expertise and also the capability to persuade the municipalities with tact to adopt sound personnel policies and practices without assuming direct controlling powers over personnel. Since the municipal governments do not have many sympathisers at the State level politics and the State civil servants move from department to department like proverbial rolling stone without any attachment to municipal government, and look at them as hindrance to whatever they could like to push through, the circumstances thus are propitious for inevitable State take-over of controlling powers and hence the State-wide cadres!

The second problem *i.e.* the inability of municipal authorities to offer attractive service conditions to their employees, is the manifestation of municipal financial bankruptcy. The solution, therefore, lies in putting the municipal finances on a sound footing and not in the creation of Statewide cadres. Moreover, the Statewide unified or integrated cadres being introduced are bound to encourage among the municipal employees an unhealthy tendency to switch their loyalty from municipalities to the State Governments. In this connection

Mr. R. M. Jacksons observed in "The Machinery of Local Governments":

"There is . . . always a tendency for an officer whose ultimate fate may depend upon the central government to look to the central government for guidance in the conduct of his work. All experience indicates that it is better to have a man whose concern and loyalty is entirely to the authority that he serves than an officer who may have some temptation to do things that he knows will keep him in good favour with the central government. Hence, local authorities should always regard any powers of the central government in this respect as being undesirable and to be justified only in exceptional circumstances."<sup>2</sup> The States should therefore refrain themselves from giving promises to municipal employees which have a tendency to shake their loyalty to municipal institutions.

The third problem relating to the involvement of municipal employees in the narrow factional politics touches on the basic management structure in the municipalities. This structure does promote conditions under which it becomes wellnigh impossible to enforce a proper system of reward and punishment. However, in democracy, politics is ubiquitous; it is as much present at municipal level as at the State level. To try to take municipal personnel problem out of politics is, therefore, a futile exercise. The solution cannot be found outside the municipal institutions, it has to be found within them. However, within the municipal institution, the entire municipal organisation is everywhere a divided house and all canons of public administration are grossly flouted. Powers and functions are so distributed among a number of authorities that it becomes impossible to fix responsibilities. The whole council has certain powers, the committees have certain others, a mayor or a chairman may have a few and the state government tries to keep as big a chunk as possible. The Committee system, apart from fragmenting administration, has a tendency to encourage interference of the councillors in day-to-day

<sup>2</sup> R. M. Jackson, *The Machinery of Local Government*, London, 1959, p. 104.

administration. The diffusion of political influence due to the absence in municipal government of a central political executive who could act as a bridge between the whole council and the formal administrative machinery and shield the municipal bureaucracy against indiscriminate and atomised political interference cause a great deal of confusion. In this confusion, the municipal chief executive either joins in the scramble or remain inert. He finds it hard to enforce disciplinary control over its subordinates, each of whom tends to have some god father in the council to give him protection. The introduction of State-controlled cadres can not be a solution to this problem which essentially is one of evolving a concept of political executive in our municipal administration. The Mayor system, the Council-Manager type and the Commission Plan in U.S.A. "Management Boards" of Swedish local bodies and the political executive structure of Ontario, Canada all reflect that the similar problems were faced by these countries but through experimentation, they tried to evolve the solution within the framework of local Government institutions. In India, unfortunately, we have all along been taking the symptom as the disease and trying to treat the symptoms rather than the disease. Once we evolve a clear conception of municipal executive, many of the present-day municipal personnel management problems will go. The problems arising out of the state of municipal finances belong to the realm of State municipal relations and are not insoluble. However, no amount of structural changes can be meaningful unless our values and attitudes towards local Government undergo a revaluation.

## DISCUSSION

After the paper was presented by Dr. Bhattacharya, the Chairman threw open the subject for discussion. Prof. Deva Raj of the Centre for Training and Research in Municipal Administration summed up the issues in the paper. He said that there was an increasing demand for the creation of statewide cadres for the municipal staff. The Central Council of Local Self-Government, the All-India Mayors' Council, the All-India

Municipal Commissioners' Association, Taxation Enquiry Committee, Local Bodies, Finance Enquiry Committee have recommended the creation of such cadres. The issue is Prof. Deva Raj pointed out, whether the introduction of such cadres is desirable in the interest of (i) municipal autonomy, and (ii) administrative efficiency. Another issue, he said, was the lacuna in the structure of municipal government itself which was responsible for the problem and difficulties in the management of municipal personnel. He was of the opinion that a number of municipal personnel problems were closely linked up with the municipal structure—an area which had been mostly neglected in our reform efforts. The next speaker Dr. Vaibhav from Madhya Pradesh favoured the introduction of the State controlled municipal cadres covering higher levels of staff while the rest of the municipal employees should, as in his State, continue to be directly controlled by the Council. Previously due to the entire staff used to belong exclusively to a municipal body and the conditions of job, insecurity he said, forced the employees to join politics and influence the local people and their elected representatives to ensure a life-long service tenure. In the process, they virtually controlled the Council. This pattern, he stated, had changed after the introduction of Statewide cadres wherein the mobility provided by transfers from one Council to another did not allow any vested interest to take roots. In his opinion, the new system was working harmoniously. Another speaker pointed out that the chief officer in the municipality under separate personnel system was required to execute certain duties imposed on him by municipal Act. In discharging such duties but without causing any displeasure to the Councillors, he often found himself in a dilemma.

Shri J. V. Vyas, Commissioner of the Surat Corporation was also of the opinion that the introduction of Statewide cadres was a definite step towards solving municipal personnel problems. He felt that such a step would not dilute the autonomy of local Governments. In support of his arguments, he quoted his experience in the working of Taluka Panchayats and District Panchayats whose entire staff belonged to the State.

Shri N. D. Rajadhyaksha observed that the municipal bodies were created by and thus subordinate to the State Governments. It was, therefore, the duty of the State Government to ensure better management of these local bodies. In this context, the introduction of Statewide cadres should not be interpreted as a deliberate attempt to dilute municipal autonomy.

Mr. H. P. Shahi, disagreed with these observations and stated that the introduction of municipal service systems controlled by the State was contrary to our national commitment for extending democracy at the grassroot levels. Even though the Municipal Acts are intended to portray democratic decentralisation, it was not uncommon to find frequent references to "as prescribed by the State" in the various crucial clauses of these Acts. He further remarked that "in practice the State level officers who are controlling the municipalities try to impose responsibilities on these bodies but essential corresponding authority they have not been prepared to part with". Consequently, the performance of the municipalities suffers and the State Governments further extend their control over them. He strongly pleaded that more powers should be given to the municipal bodies and their elected representatives for formulating and implementing their policies and programmes. "Ultimately, these are the persons who are accountable to the people as far as the affairs of the civic bodies are concerned." In this context, therefore, he contended, the adoption of Statewide cadres could hardly be justified.

The next speaker while criticising the introduction of Statewide cadres suggested that the states' efforts in reforming the municipal personnel system should be directed towards prescribing uniform rules covering service conditions, pay scales and providing help and guidance on other matters of common concern to all municipal bodies. The actual control of municipal staff should rest with local body.

Shri C. V. Venkatarayappa (Mysore) pointed out that in his State where unified personnel system existed, it was required that the Council, by a resolution passed by a majority of 2/3rd

members, could seek from the State Government the transfer of an employee belonging to the State cadre. This requirement of 2/3rd majority, he contended, made it difficult to exercise any effective control over the encadred staff. He suggested that a resolution passed by a simple majority should be sufficient for this purpose.

The Chairman concluding the deliberation of the morning session observed that there had been a consensus of opinion in favour of retaining local autonomy though a considerable difference of opinion over the provincialisation of municipal services existed. Nevertheless, it was felt that municipal employees belonging to unified cadres, being relatively free from political pressures, would prove more beneficial to the people at large.

# B

## Management of Municipal Cadres\*

One of the greatest weaknesses of municipal administration, has been the non-existence of any personnel policy in the past. In the earlier stages of municipal institutions, the District Collector, Chairman of the Municipality, used to make *ad hoc* appointments on fixed pay or on payment of some honorarium to his staff. Even when the elected representative became the Chairman, sufficient attention was not paid to personnel matters. Due to the historical legacy, therefore, the proper management of municipal personnel has been largely neglected. The formation of state municipal services is of recent origin and the problems confronted in the management of these provincialised cadres are yet to be resolved. For instance, it is asked, "Would members of these cadres be Government servants? Should there be a separate Municipal Services Commission? How far their emoluments, retirement benefits, leave costs etc., would be the financial liability of the State Government? How

---

\*Paper presented by Prof. Deva Raj.

will their transfers and postings be regulated between a host of local authorities ? Who will assess their performance and have the power of awarding rewards and punishment ?" Failure to arrive at solutions to these problems have retarded the institution of municipal cadres in our country.

#### MANAGEMENT OF INTEGRATED CADRES

For the management of integrated personnel system, which is an extension of the existing or newly constituted State services to include postings in municipal field, there is already in existence a framework for supervision and control. This framework cannot be varied except for certain adjustments to meet the new situation created by municipal postings. All employees belonging to integrated cadres and serving with the municipalities are government servants and their recruitment in consultation with Public Service Commission, is a constitutional requirement. The State Government assumes full responsibility to meet all their emoluments and other service costs according to Government rules. They are more or less on deputation without any deputation allowance. They may draw their salary from the municipal fund or from the Government. In the latter event the Government may claim a reimbursement. The local body is also usually required to pay pensionary and leave contributions as may be prescribed. There are instances, however, where the State Government does not claim a re-imbursement as in the case of Health Officers and Engineers in Tamil Nadu. All decisions with regard to service conditions and disciplinary control rest with the State Government. Their appointments, postings, transfers, promotions, seniority lists etc. are regulated by certain rules, traditions and some accepted norms and handled by the State Appointments Department or Establishment Section, usually under administrative control of the Chief Secretary.

The posting of members of government service to municipal bodies, however, raises special problems inasmuch as local bodies are not just another department of the government. Even when a municipality is superseded, local administration



## MUNICIPAL PERSONNEL SYSTEMS

continues to be a separate statutory entity outside the State Government, with its own funds, powers of taxation and budgetary framework. It has been often questioned whether integrated personnel system is compatible with local autonomy.

There have been instances when officers from an integrated service posted to municipalities have fought with their respective State Governments for the protection of local autonomy. But largely the extent of autonomy enjoyed by a local body will be dependent on the individual's approach rather than on compulsion built-in in this system. However, the nature of problems faced by the urban local bodies are such that they call for special expertise. In this context, the training and orientation of integrated personnel for efficient fulfilment of their duties becomes very essential. It is, therefore, only proper that training courses for such personnel should be suitably amended to expose them to problems of urban administration and development.

### MANAGEMENT OF UNIFIED MUNICIPAL CADRES

The management of unified municipal cadres is indeed an extremely challenging and difficult task. Even before the municipal cadres are introduced a vigorous exercise is called for. For instance, in the first place, it is necessary to classify various categories of municipal servants and the number of municipalities within a State so as to arrive at a size of cadre in different services. In the beginning, it may, however, be desirable to take up groups of services at the higher echelons of municipal administration rather than the entire municipal personnel for inclusion in the unified cadres. The Centralised Municipal Services in U.P. have identified 19 categories of administrative, revenue, accounts, health and engineering groups of higher and subordinate services including Office Superintendents, Overseers, Revenue and Sanitary Inspectors. This is necessary to set out the varying qualifications for recruitment and to prescribe promotion channels in the different services. The recruitment of services has to be entirely direct at certain lower levels of each category but for higher posts particularly in the

administrative services, selection should be at least partly by promotion to give the necessary opportunities for growth and to provide for an in-built system of incentives. In the engineering and medical services the selection for higher posts is generally indirect by seniority on the basis of the service record.

Regarding direct recruitment, it is necessary to have a regular system of periodical selection according to the vacancies to be filled from year to year. Often, the question has been raised whether there should be a separate Municipal Services Commission. As per Article 321 of the Constitution of India "an Act of Parliament or of the State Legislature may provide for the exercise of additional functions by the Union Public Service Commission or the State Public Service Commission as respects the services of any local authority...." Nevertheless, some of the Municipal Acts provide for selection through a specially constituted Municipal Services Commission but in all cases such provisions relate to appointments to posts in individual local authorities and not to statewide unified cadres. Further, a number of Acts also require the municipal authorities to make appointments to posts carrying emoluments above a certain limit in consultation with the Public Service Commissions. Doubts have, however, been expressed about the validity of bypassing the Public Service Commissions in the matter of unified municipal cadres, which are under the full administrative control of the State Government. The incumbents of such cadres are considered to be Government servants and some of the State Governments while making rules for such services have invoked the provisions of Article 309 of the Constitution for "regulating the recruitment, conditions of service of persons appointed to public services and posts in connection with the affairs of the Union of any State".

The powers of appointment, promotions, postings and transfers as well as ultimate disciplinary control, must vest in a single authority at the State level. These functions are being performed at present by the LSG Department, with the help of Directors of Municipal Administration, wherever statewide municipal cadres have been introduced. However, neither the

LSG Department nor the Directorates are adequately equipped to perform these tasks. The Rural-Urban Relationship Committee had recommended a special personnel section for the purpose. This has not been done and the LSG Department is hopelessly understaffed. Moreover it does not have any rigid guidelines for regulating postings and transfers, which are open to a variety of pulls and pressures at the political levels. One of the pleas in favour of statewide cadres has been that municipal servants permanently stationed at a place, develop local vested interests and have a tendency to stagnate. They also tend to lose independence of judgment. But on the other hand too frequent transfers and postings made under pressures without appropriate consideration of the effective utilisation and development of staff may have a devastating effect on the efficiency of the local bodies concerned. Much of the criticism of the working of the Centralised Municipal Services in U.P. can be ascribed to this factor. It will be desirable to entrust this task to the Appointments or Establishment Sections of the State Government, where administrative norms will assert themselves. It may be necessary to add a municipal personnel unit to these sections and the principal of informal consultations in respect of postings of the higher officers to local bodies could apply to unified as well as to integrated services.

In the exercise of control of elected heads over the actions and performance of encadred municipal servants, the right and powers of the elected heads of municipal administration to assess the work of officers and award of annual entries in their character role, assume special importance. The elected executive should be entrusted with these powers while the Government should retain the ultimate authority in these matters.

The pay scales and allowances of municipal employees should correspond to those of the appropriate levels of posts in the State Government. Variations in some allowances such as conveyance allowance etc. may have to be there in accordance with local conditions. As far as the source of payment of salaries etc. of encadred staff was concerned the general practice is to pay out of the respective municipal funds according to

one's posting. In some States, however, the pay is drawn out of State funds accompanied by a system of recovery from the local body. When salaries are paid from the State funds, the payment of travelling allowances and pay for joining time in the event of transfers and the payment of salaries for the period of earned leave, medical leave etc. other than casual leave do not cause any problems as the Government will be recovering them from the local body. But when pay etc. is drawn from municipal funds a number of problems arise in these matters. As far as retirement benefits are concerned wide variations exist. Pensionary benefits are available in a very few municipalities whereas practice in regard to provident fund is also divergent both in terms of coverage and extent of contribution wherever this system is in force. There are municipalities wherein provident fund is confined to only a category of municipal employees. It is necessary to have some uniformity in pensionary or provident fund systems for municipal services. It becomes obvious, therefore, that wherever unification of municipal services is adopted, it should be accompanied by a centralised control, funding and disbursement of pay and allowances and application of uniform retirement benefits. In this context, it is essential to institute a central fund under the State Government to which local bodies should be required to contribute their share of pension or provident fund according to a prescribed schedule in respect of each officer posted to them. The provision of a central fund under the State Government will also facilitate the meeting of costs on account of training and staff development particularly in respect of foundational and in-service long-term training programmes. But any such arrangements for unified cadres have met with resistance from the State Finance Departments and often the constitution of statewide cadres is held up for these reasons. In Uttar Pradesh the LSG Department was able to expedite the "centralisation" of services by emphasising that it did not amount "provincialisation", as the State Government did not assume any financial responsibilities. Leave salaries and transfer costs are required to be paid by the

local body from which they proceed on leave or transfer. The retirement benefits status of each employee is frozen to conform to the conditions enjoyed in the parent body prior to centralisation of services, so that if a person was entitled to pensionary benefits at the time of his absorption in the "centralised service" he would continue to be attached to the particular local body for the purpose. The local authorities to which he is posted will have to contribute towards his pensionary fund with the parent body, which will be liable to pay the pension on the incumbent's retirement. To have such varying benefits for members of the same service is hardly conducive to its proper functioning.

In conclusion, it is necessary to emphasise that the existing attitude of indifference on the part of the State Governments towards the personnel needs of local authorities must give place to an active and sustained concern for an effective system of management of municipal services. Only then can the larger objectives of decentralisation of functions in a democratic framework be achieved.

### DISCUSSIONS

After the presentation of paper by Prof. Deva Raj, the Chairman declared it open for discussion amongst the participants. Shri J. V. Vyas, stated that even where unified and/or integrated cadres had been introduced for some categories of municipal employees, 70 per cent to 80 per cent of the municipal staff continued to belong to the separate personnel system. In addition to the proper management of these cadres, the State Government should prescribe certain norms regulating recruitment, qualifications, service conditions etc. of municipal employees not covered by the encadred services. This course of action, if adopted by the States, will ensure not only a uniform pattern of service conditions for municipal employees but also the autonomy of the local body. A number of speakers were of the view that if the States effectively performed their role as elaborated by Shri Vyas, it would be desirable not to have either unified or integrated cadres for the higher echelons of

municipal administration, since their provision would be detrimental to the morale and motivation of a substantially large proportion of employees who belonged to the separate personnel system. The problem of control by the local bodies over the encadred staff who considered themselves more as loyal representatives of the State Government than officials working under the municipal council was also raised by a few participants. They were against the dual control as exercised at present, over the encadred staff and suggested that for the smooth and effective working of municipal machinery, the entire staff must be appointed and controlled by the local body.

At this stage, Prof. Deva Raj explained that whatever might be the system of municipal staffing adopted in a particular State, the proper management of personnel was called for. If separate personnel system is adopted, it requires certain arrangements to ensure that it functions effectively. The extent to which the management of this system functions properly will determine the trend of introduction of State cadres. But the mere introduction of such cadres, did not *ipso facto* imply proper management of municipal personnel.

A number of participants were of the view that it would be desirable to have technical personnel belonging to integrated cadres on account of financial viability and their proper utilisation. The participants were unanimous in their view that wherever unified cadres were introduced, it was essential to create strong central agencies such as a Municipal Directorate or a statutory board to properly manage the services. The Central agency should necessarily be adequately manned by officials belonging to the municipal services.

In conclusion the Chairman observed that already there had been a gradual reduction in the municipal functions—some of the local functions being taken over by the State Government. The loss of control over municipal personnel by local bodies could be further detrimental to the growth of local self-government in our country. He strongly contended that all the powers essential for effective management of separate personnel

## MUNICIPAL PERSONNEL SYSTEMS

system should vest with local authorities. The role of the State Governments should be as a standard-setter, promoting uniformity in service conditions of municipal employees within the State. He also emphasised that the municipal employees should not be paid less than their equivalent in the State Government. One of the crucial factors in attracting competent and qualified persons to municipal service through offering better service conditions, is the financial state of municipal bodies. In this context, it is essential to review the State-Municipal financial relations. The local bodies should also redouble their efforts for better mobilisation of their resources.

# C

## Training in Relation to Municipal Staffing Patterns\*

Training of municipal personnel in India is a comparatively new phenomenon and it is yet to take firm roots in the existing system of municipal personnel administration. With regard to the members of an integrated State and municipal service, the problem of training is limited to redesigning the curricula of the various State staff colleges and introducing some special aspects of municipal administration in the departmental examination syllabi. But as soon as we start viewing municipal training as a specialised activity, as indeed it is, the need for a centralised municipal staff college at the State level catering to the needs of both unified and separate systems of municipal service becomes obvious. Such a municipal staff college may also cater to the needs of integrated service personnel serving in the municipal bodies and supplement the training activities of the State staff college. These staff colleges may be conceived as catering to the needs of the higher managerial personnel serving in the

---

\*Paper presented by Shri Abhijit Datta.



various municipalities. In addition, there would be the normal facilities of the various technical training centres where the trainees could be drawn both from the State as well as municipal personnel, examples being, education, town planning, traffic engineering public health engineering, public health and medical, etc. With regard to certain specialisms peculiar to municipal administration like assessment and valuation of property, and secretarial practice, etc., it is desirable that adequate arrangements are made for training in these fields by the municipal staff colleges. In other countries such as U.K. and U. S. A., various professional organisations take care of those specialisms, which are non-existent in India. For instance, only with regard to company secretaries, there is a professional body known as the Institute of Chartered Secretaries, even the secretariat staff of the State legislatures do not have opportunities of belonging to a body of professional experts. The same is true of municipal accountants in India, who do not belong to a profession, as their counterparts in the U.K., where the Institute of Municipal Treasurers and Accountants used to look after the professional needs of municipal treasurers and accountants till its merger with the Institute of Chartered Accountants. Similarly, the profession of real estate appraisers and valuers is dominated by the engineers and the revenue problems of property valuation are outside the concern of the professional valuers. Estate management as a profession is yet to develop in India and with the involvement of the municipal administration in housing and urban development activities the need for training in this field also is keenly felt.

### MUNICIPAL STAFF COLLEGE

The case for starting a municipal staff college in each State for post-entry training and conducting departmental examinations both in the general field of municipal management as well as the specialised branches of municipal administration which are either inadequately covered or neglected by professional organisations is well established. The foundational training followed by a series of departmental examinations at the staff

college must be an integral part of the career system of municipal personnel. Otherwise, the incentive for training cannot be taken care of. Mid-career training of municipal executives—both ‘generalists’ and ‘specialists’—may be conducted away from the staff college atmosphere, preferably, in a institute of public administration or university department of public administration. The reason is that, in such freer atmosphere the critical faculties of the participants would be sharpened and they would see their field problems in a broader context. However, the gain is primarily intellectual and it is hard to relate the value of this type of training to the career prospects of the municipal officers. The staff college can also take care of the specific needs of different categories of subordinate municipal staff—at the levels of inspectors, assistants and supporting hands in the technical branches through programmed training, publication of manuals, etc. Much of the training needs of the subordinate staff should be met by the authorities themselves within the organisations.

#### EXISTING INSTITUTIONAL ARRANGEMENTS

In the light of our analysis of training needs of municipal employees, the existing institutional arrangements for this purpose may be discussed. The IIPA's Municipal Centre, along with the four regional centres in Bombay, Calcutta, Lucknow and Hyderabad is basically geared to the needs of mid-career short-duration training of municipal personnel. As we have pointed out, this may be supplemental training, but the centres can hardly take the place of a staff college reigning over the career destinies of the municipal personnel. In the absence of relevant professional training to various categories of municipal staff, it is but proper that this is internalised in the process of career management through the staff college. This is already being done by the various technical departments of the Central and State governments. The academic institutes or the universities are not in a position, nor are these so designed, to professionalise the various branches of municipal administration.

Unfortunately, the committee appointed by the Central

government on the training of municipal employees never thought of training as an aspect of career management, but primarily concerned itself with the infra-structure of short-duration training. With the creation of the national and regional training centres, the problem of inducing the municipal personnel to undergo various short-term training courses is being increasingly felt. It is not generally realised that unless the purpose of training is clearly defined and related to the felt needs of the municipal personnel and the municipal councils, sporadic training courses designed by academic institutions will not cut ice. The result is lukewarm response from the municipal staff of the required calibre to attend these courses and under-utilisation of the facilities created. The position is slightly better in those States having unified service and the financial involvement of the States in the regional centres—as in Lucknow and Hyderabad. But even in these centres it is extremely difficult to organise career-training and introducing manual-oriented curricula. While the existing municipal centres have useful roles to perform in the field of research, conducting seminar and high-level executive training, offering consultancy services, and so on, the nuts and bolts of training will have to be located elsewhere.

### ON-THE-JOB TRAINING

Due to institutionalising of training in recent years, the importance of on-the-job training in administration has been at a discount. But, the day to day skills can be acquired only in a specific organisational context. Here the role of the supervisor is crucial, whether in general or in technical administration. Our top municipal administrations, unfortunately, are too much engrossed in routine administration. Rarely do they find time to reflect on their work method or the management structure in which they are placed. This is further complicated by the placement of various categories of staffing systems operating within a single municipal authority integrated, unified,

---

<sup>1</sup>*Report of the Committee on the Training of Municipal Employees*, Government of India (Ministry of Health) Faridabad, 1965.

and separate, which cut across professional lines. In addition, the direct involvement of municipal councillors in administration has the effect of conflicting loyalties on the part of municipal staff. In this situation, it is difficult to promote any *esprit de corps* among municipal personnel. The concept of an elitist administration, absence of any professional attachment to the job and a confused management structure—all have the effect of dividing, rather than unifying, municipal administration. Even within the existing limitations, it is possible to organise short-term training programmes and discussion sessions for the benefit of the large majority of municipal staff. The involvement of the municipal councillors in the discussion sessions may also be arranged.

Finally, one should keep in mind that training can sharpen general education, not dispense with it. When the general educational standards of municipal employees are poor, no amount of training can make good the deficiency. Keeping this in mind, the municipal councils must strive to attract well-educated staff, of which the country is not in short supply, and encourage the efforts of its employees to improve their education.

### CONCLUSION

In this paper we have argued for relating training to the career scheme of the municipal employees. In this context, we suggested the establishment of municipal staff colleges to organise foundational courses, conducting examinations in specialised branches of municipal administration outside the purview of existing professional associations and, by implication, relating the performance of the trainee-officers to their career prospects. The existing municipal centres in the academic institutions have the wider role of widening the mental horizons of municipal employees, as distinct from making them more relevant or useful in their existing positions.

A word on costs of training would not be out of place here. Where the municipalities have separate personnel system, the costs of training their staff should be recovered from them, at

least partially, so as to ensure their involvement in the training process. The rules of employment including the promotion prospects, can easily be laid down by the State government and linked with performance of municipal staff at the staff college. This is, of course, much easier in the case of unified system of staffing. The existing municipal centres should start charging fees from the trainees and participants in the seminars—to be reimbursible by the municipal councils—so that only those interested in their programmes would be attracted.

### DISCUSSIONS

In the discussion that followed the presentation of the paper by Shri A. Datta, the participants observed that the training of municipal staff was conspicuously absent in most of the States. Shri J.V. Vyas wanted in this connection that role of the Universities should also be discussed in the Seminar. Prof. R. B. Das reviewed the recent training efforts particularly the role of the National Centre at Delhi, and the Regional Centres for Training and Research in Municipal Administration set up at Calcutta, Bombay, Lucknow and Hyderabad. He observed that the local governments had not taken full advantage of whatever limited training facilities were made available at these Centres. Unless the State governments show a serious concern in the training of municipal employees, the reluctance of the municipal authorities to spare their officials for attending the training programmes would continue. He also emphasised the need for co-ordination in the training programme conducted by the National and Regional Centres. Further, he pointed out, some of the Universities had already included general courses on municipal administration in their curriculum for undergraduate and graduate students. Recently some specialised courses such as municipal finances, municipal taxation etc. which were to some extent an extension of general courses had also been included. The Universities in addition to providing such courses in their regular curriculum should also sponsor and conduct mid-career training programmes.

There was unanimity of views amongst the participants that

there should be foundational training given to candidates selected for municipal services, and to meet this need it was felt essential to have a Staff College or Academy at the State level. In fact, it was observed that it may be required to have more than one State-level institution catering to post-entry and mid-career training needs of municipal staff belonging to various technical and functional specialisations. For mid-career training programmes meant to sharpen conceptual and human relations skills it might be desirable to have training centres located in the Universities. This arrangement would also be conducive to reducing the gap between theory and practice of public administration and for promoting further research in this discipline.

A number of participants were of the view that training programmes should also be designed for elected officials of municipal bodies. They felt this need as acute since the complexity in the municipal administration in terms of laws, rules, regulations etc., had enormously increased. Unless the elected officials are familiarised with these complexities they would not be in a position to take efficient and sound decisions essential for effective municipal administration.

Supporting the above arguments, Dr. S. R. Maheshwari observed that since in India bureaucracy came first and democracy much later, it was necessary that for those elected officials who had no previous administrative exposure and were willing to undergo training, suitable programmes should be developed. Doubts were also expressed about the returns on training the elected officials who, by the very nature of their position, might stay for short duration in administration. In selecting the training priorities, the municipal employees should be first covered and the role of the appointed officials in advising the elected executive should be strengthened. Prof. Deva Raj pointed out that one of the purposes of holding the Seminars wherein the elected officials were also invited to participate was to bring them face to face with the officials dealing with municipal administration and discuss their common problems in a free and frank manner leading to a better appreciation of their

mutual roles and functions and identification of areas requiring reform efforts.

Dr. S. R. Maheshwari strongly contended that the training of municipal employees should not be considered in isolation to other personnel practices. For instance, the effectiveness of training programmes was very largely dependent upon the quality of personnel initially recruited in the administration and on the importance such programmes have in [individual's career advancement. It was also felt by the participants that the establishment of a Central Agency at the State level was essential for developing a sound system where various aspects of personnel administration, including training could be integrated.

# D

## Municipal Executives and Technical Officers : Problem of Their Relationship

### INTRODUCTION

During the last decade the specialist-generalist controversy has been raging both at the Centre and the State levels. All India Administrative Reforms Commission, Punjab Administrative Reforms Commission and various reforms committees appointed either by Centre or State Governments from time to time were confronted with the problem of relationships among specialists and generalists. Generally, it is felt that the generalist dominated administrative system has continued even though there have been substantial changes in the role of administration while undertaking development responsibility in a democratic set-up. The specialists who have to spearhead the development

---

\*Paper presented by Shri D. D. Malhotra



programmes continue to be in an interior position insofar as status, prestige, powers and participation in decision-making are concerned. The nature of relationship and the sources of tensions and conflicts among the executive officers and technical officers who together represent the specialist-generalist controversy at the level of municipal administration have not been studied so far.

### NATURE OF RELATIONSHIP AND SOURCES OF CONFLICT

Municipal administration like any administrative organisation is a net-work of relationships created by the division of work in the process of achieving certain goals. When wide range of specialist services to the public such as water supply, drainage, sewerage, housing, public health, education, public works, local planning and allied functions are undertaken by municipal administration in pursuance of their goals, the division of work and the specialisation essential to carry it out, differentiates the role of technical officers from that of the executive officers. The relationship among them is essentially a relationship of their roles which though functionally interdependent also require a certain degree of independence. This contradiction, though inevitable in any organisation, creates conditions of tension and conflicts. However, not all tensions and conflicts are harmful to administration. But the conflicts which are supported by the following situation create problems in relationship between executive officers and technical officers and are, therefore, dysfunctional to administration :

- (a) When the officers are lacking in the appreciation of each others role. It becomes obvious when the executive officer passes judgment over technical aspects of proposals submitted by the technical officer.
- (b) When the officers perceive a greater conflict of interest in the allocation of rewards, *i.e.* status, prestige and monetary returns. When the staffing pattern provides a structure for the formation of strong groups, and their polarisation.

- (c) When the officers strongly feel that the necessary independence required in the discharge of their role is not forthcoming from the positions nearer to power centre. The lack of adequate delegation of powers to technical heads of departments is strongly resented.
- (d) When officers belong to parallel hierarchies and they fail to communicate either due to organisational or behavioural obstacles. The behavioural obstacles in communication are largely those social and psychological factors which create distances among officers emerging out of different social, economic and service backgrounds.
- (e) When the political control is weak either due to structural or leadership deficiencies.

#### MUTUAL ROLE PERCEPTION

In municipal administration executive officer is at the apex of the administrative hierarchical pyramid. He is responsible for advising the elected officials on issues and problems requiring decisions, for implementing the decisions, for communicating decisions to the heads of departments, and providing feed-back to elected officials on the implementation of their decisions. He is required to coordinate the work of various departments. The nature of their work gives him status, prestige and influence. It is recognised that such a functionary is a must in municipal administrative organisation. For effectively executing these responsibilities, he must have ability to perceive the wider implications—organisational as well as environmental—of decisions, to look at the problems in their entirety, and to get things done with and by other people. However, as the local government work largely comprises of specialist services, it is the primary responsibility of technical officers to organise and direct these services. If the role of local bodies as an organic part in process of national planning and development is appreciated, and if they are allowed to grow as decentralised instruments of implementing development programmes, greater

number of specialists will be required to be deployed in municipal administration. But the following factors lead to inadequate appreciation of their mutual roles.

- (i) In our administrative system, the generalist has been traditionally at the top and the specialist at the tap even at the level of municipal administration. Since the executive officer is required to scrutinise the proposals of technical officers, conflicts get precipitated when technical perfection cannot be achieved due to financial and political constraints and technical officers fail to appreciate these constraints on executive officer or when the executive officer interferes in the technical aspects of the proposals.
- (ii) The specialists who themselves have undergone a vigorous formal training for acquiring professional qualification tend to resist working under close supervision of those who have not acquired any professional qualifications for the job they hold.
- (iii) Continued reliance on practical experience alone as a source of developing managerial capability among generalists have blurred their role in the age of professionalisation particularly when new management tools such as PERT/CPM, Operational Research, Work Study, Performance Budgeting, etc., have provided management with a scientific base.

Most of these managerial techniques have been included in courses on industrial management and hospital administration incorporated in the syllabi of engineering and medical institutions respectively. The fresh recruits in these fields, therefore, are inducted to management discipline. On the other hand, the executive officers whether drawn from unified services or state civil service are not quite exposed to the modern management techniques and practices. This is likely to weaken their role as executive officers.

- (iv) The attitudes, the skills and the way of thinking of these new categories of persons (i.e. specialists) are

vastly different from what a generalist dominated system would expect to be. Most of the specialists are grounded in some branch of science which, in turn, emphasises the search for technical answers in any given problem. They are less tolerant of ambiguity and other ways of looking at problems.

- (v) With increase in interdependence, traditional pattern of hierarchical authority structure is becoming incompatible with modern practices of management. The types of decisions made by elected or appointed officials require pooling of perspective and techniques of the variety of specialists who have either come on the scene or are likely to come as the need to tackle the complex urban problems is felt. But the specialists often prefer to work with others on equal or team basis founded on mutual respect. Great deal of friction and conflicts are generated when the specialists have to submit to the finality of decision taken by the generalists and delivered by them in an authoritarian manner.

### CONFLICT OF INTERESTS

Except in case of municipal bodies (excluding corporation) wherein separate personnel system obtains, it will be observed that the position of chief municipal executive is occupied by persons either drawn from IAS or state civil service or unified municipal cadre which has the same overtones of being a generalist service. The common features of all these services are : firstly, they operate as closed system permitting no lateral entry and the promotion to them being confined to their functional hierarchy; secondly, they operate on the assumption of providing elite at various levels of administration; thirdly, they do not recognise the possibilities of managerial talent among technical officers which would entitle them to assume senior administrative positions. Whether they belong to integrated or unified personnel system, their status, powers and prestige *vis-a-vis* technical officers are higher even if pay scales may be parallel. Thus we find that in municipal administration.

where unification of services has been resorted to, the same traditional and orthodox approach has been adopted for creating different mutually hostile groups—one group, *i.e.* superior or senior municipal service of executive officers being exclusively assigned a higher role.

### AUTONOMY AND CONTROL

There is a general tendency amongst specialists to seek a considerable degree of autonomy and discretion in their work. This tendency is sharpened where they belong to integrated cadres, which due to dual control encourage them to look towards their respective departments for protection and advancement of their career. The formation of committees on departmental lines further promote the tendency among technical officers to treat the local body synonymous with their own departments. Local control under such conditions, either by the Chief Executive Officer or by the elected officials, becomes less effective and team work becomes difficult to achieve. On the other hand, the Executive Officers who are directly answerable to the elected body for implementation of their decisions, in their attempt to control, resort to specifying procedures in details regarding what is to be done and how it should be done. The reaction to this invariably leads to further conflicts and discontentment in municipal administration.

### PARALLEL HIERARCHIES, SUPERVISION AND CONTROL

In States where integrated, unified and separate personnel systems exist side by side, generally it is found that technical officers form part of the state cadre, executive officers belong to unified municipal service and the subordinate staff constitutes a separate personnel system. It has been often complained that officers belonging to integrated system act more as agents of their respective departments than as employees of local body. It is not uncommon for officials belonging to unified personnel system to approach the State Department or Directorate of Local Bodies to avoid unpleasant assignments. Those subordinate employees who belong to separate personnel system often

have better rapport with local politicians in control of municipal affairs. Stratification of municipal employees into different social and service groups which extract conflicting loyalties and seek separate power base, operate as obstacles in the free flow of communication and feedback—both vertical and horizontal—in addition to severe erosion of supervision and control of staff in municipal administration.

There is increasingly a need for administrative leadership which is stimulative and collaborative rather than directive. Many a time executive officers will be found lacking in this type of leadership. Often this creates obstacles in communication.

### CONCLUSION

Conflicts emerge as a consequence of specialisation particularly when:

- (a) the technical officers are supported by the authority of distinctive competence (professional qualification) and the executive officers lack such support;
- (b) the technical officers have limited participation in authority structure of administration;
- (c) when technical officers enjoy less prestige and status *vis-a-vis* executive officers even though their role has a close relationship with the services extended by municipal administration;
- (d) it is not possible for technical officers to assume the role of executive officers.

The separate personnel system being an open system, it becomes possible for technical officers to assume senior administrative position of executive officer. Therefore under this system there is less scope of tensions to degenerate into hostilities.

Unified personnel system creates functional differentiated strong groups which operate as close system. If one such group is exclusively assigned a superior position *vis-a-vis* others, the conflicts are likely to be of higher intensity.

When integrated personnel system also exists along with

other systems, the consequences are as follows :

- (a) The relationship among the executive officers and technical officers gets more complicated. The mutual role perception is distorted by conflicting demand on loyalty of officers;
- (b) The departments having distinct functions are likely to develop autonomy, to elevate their own objectives and norms, and to engage in internecine conflicts;
- (c) Each system tends to develop, in order to protect its interest, different power base. If such power bases are in conflict with each other, the conflicts get accentuated;
- (d) Committee system based on departmental lines puts a strain on the delicate system of linkages between technical officers and executive officers; and
- (e) The existing fragmentation of municipal personnel into different systems is likely to disturb administrative focus thereby reducing its capacity to effectively deal with the municipal problems.

## DISCUSSION

Shri J. V. Vyas opened the discussion with the observation that for long we had been assuming that managerial talent could be found only in an officer belonging to generalist service and not in a technical man. In fact, where separate personnel system prevailed, there were instances when technical men proved equally capable as chief executive officers. But the managerial experience of technical officials was required to be widened before they could occupy the position of chief officer, if possibility of imbalances arising out of narrower departmental loyalties were to be reduced. However, wherever unification of municipal services had taken place, it was difficult to conceive the mobility of specialists across the executive service particularly when the pay scales, etc., of officials of similar status whether specialist or generalist were more or less the same.

There was consensus of opinion amongst the participants that the heads of the departments must be under the control of

the chief executive officer. Any staffing pattern which undermined unity of command could not be conducive to good administration. If the chief executive officer were to provide administrative leadership, his service conditions should be more attractive *vis-a-vis* other functionaries. But at the same time for occupying that position there should not be any bias against specialists possessing the capabilities required for this post.

Dr. S. R. Maheshwari was of the view that since local governments were engaged in the performance of physical tasks like building and maintenance of roads, supply of electricity and water, etc., in a small locality, the relationship amongst municipal officers was face to face and personal, reducing the possibility of service conflicts which one witnessed at the Central or State government levels. Prof. Deva Raj emphasised the complexity of urban administration and pointed out that most of the work of municipal bodies was of technical nature. A higher degree of managerial competence in the executive officer had become an absolutely necessary requirement for effective coordination amongst highly diverse and specialised functionaries. The myth that a technical officer, heading a municipal department, could not have managerial capabilities should be discarded. Keeping in view the subordination of service interests to the overall interests of municipal administration, the managerial talent should be located from wherever available.



# E

## Position Classification in Municipal Personnel Administration\*

The role of the local governments as a result of the rapid urbanisation and increasing accent on decentralisation has been assuming greater importance in our national life. The success or failure of our local governments depends not so much on the 'grandiose' schemes and plans for urban development but how they are implemented and the quality and calibre of the personnel responsible for their implementation. Hence a rational personnel system for our local governments needs greater attention and close scrutiny and examination. In the last few decades many expert committees at the state and central level have gone into the problem of staffing pattern and personnel system suited for municipal administration.

Concomitant with the growth and a variety of functions performed by the municipal governments, there has been a change in the type of personnel required. The changing role

---

\*Paper presented by Dr. S. P. Verma

and objectives of municipal governments require more and more specialists, professionally skilled. Notwithstanding the change in the scope, skill and complexities of municipal governments the classification structure in the municipal services have remained unchanged. As pointed out by the Rural Urban Relationship Committee (1966), "One of the weaknesses of municipal government in India has been the absence of well organised and the effective system of personnel administration."

An effort will be made in this paper to discuss the existing classification system in municipal administration, its adequacy to fulfil the objectives of a rational personnel system and the ways and means to bring about the required changes in the light of new and modern techniques evolved by some of the advanced countries.

#### EXISTING CLASSIFICATION SYSTEM

On account of historical and administrative reasons, the municipal governments in India have more or less followed the four-fold classification system prevalent in the Central and State Governments *i.e.* Class I, Class II, Class III and IV. Sometimes the distinction is also made on the basis of the fact whether an officer is gazetted or non-gazetted. The four-fold classification of services is based on the rank of the official and not on duties, responsibilities and skill required for a particular position. This is not conducive to the growth of a personnel system suited to the developmental and economic activities in which the municipal governments are engaging themselves increasingly. The present system impedes the development of expertise and specialised skill resulting in poor performance.

In recent years serious misgivings have been expressed regarding the adequacy of the existing classification system. Some of the shortcomings which have been pointed are :

(i) *The Multiplicity and complexity of pay scales* : At present there are no rational integrated pay plans. Pay scales for the same kind of jobs are not uniform thereby defeating the basic principle of "equal pay for equal work". Pay scales

for jobs of similar nature and responsibilities not only differ from state to state but also from town to town in the same state.

(ii) *Lack of job description* : In most cases specific and clearcut job descriptions do not exist which hamper the employee's understanding of what is required of him. Responsibility becomes diffused and difficult to fix and objective evaluation of performance is not possible.

(iii) Precise qualifications conforming to the specific requirements of jobs are not clearly defined. Selection, placement, promotion and training problems cannot be handled systematically and rationally.

(iv) *Defective job designations* : There is a confusing array of designations and titles of the posts which do not reflect the real character of the work performed by the employee.

(v) Placement and promotions depend more on seniority and length of the service of the incumbent than on merit.

Some of the countries like U.S.A., Philippines and Thailand which had similar personnel systems in their municipal administration, have abandoned the classification system based on rank and adopted a system based on duties and responsibilities and skill requirement of the job. This system is also known as position classification. The genesis of position classification can be traced back to the demand of government clerks, in the U. S. A. in 1908 for "equal pay for equal work". The first step towards the establishment of a position classification system was taken by the city of Chicago in 1910. The task of evolving a suitable classification system for the employees of the city was entrusted to Mr. Edwin O. Griffin Hagen. He proceeded on the principle that posts could be brought together on the basis of their duties and responsibilities, and assembled into classes for which common qualification requirements and a common pay-scale could be applied with equity. The classification plan developed by Mr. Griffin Hagen for the city of Chicago proved to be so useful that soon the Federal Government and other municipal governments adopted it.

From 1915 to 1920 position classification plans were adopted by the municipal governments of Baltimore, Cleveland, Los Angeles, Milwaukee, St. Louis, St. Paul and Seattle. In the following years other cities like Buffalo, Cincinnati, Columbus, De-troit and San Francisco also followed suit.

Before considering the feasibility of applying this system in our municipal governments it would be desirable to understand the basic concepts and principle of position classification. As mentioned earlier, the personnel employed in our municipal governments are classified on the basis of personal rank. The rank or title of the individual official establishes his pay, privileges and perquisites irrespective of the functions performed by him. In contrast to this, in position classification system the duties and responsibilities of a position determine the pay grade and privileges.

The simplest analogy for a position classification system is a book-case in a school library in which the easiest books to read are assigned to the lowest shelf, the most difficult to the top shelf and other books in between, based on their relative advantages. Under this system a series of grades are defined which permit the assigning of the easiest job to the lowest grade and the most difficult and responsible to the highest grade. As the number of jobs increase, those having related duties and responsibilities are brought together into a series. For example all civil engineers are brought into a single series. Similarly, the doctors, the teachers, the clerks and the stenographers are also graded in separate series.

Some of the basic terms used in position classification system are :

#### POSITION

A position is a group of current duties and responsibilities assigned or delegated by competent authority requiring the full-time or part-time employment of one person. It is the smallest unit in any organisation. When an employee is assigned to a position he is expected to perform those duties and accept those responsibilities. Some typical positions are: clerk, typist, sanitary

inspector, assessor, overseer, etc.

### CLASS OF POSITION

The term "class" means that a group of positions are sufficiently similar in respect to the duties and responsibilities and authority thereof, so that the same descriptive designation is used to designate each position allocated to the class and the same requirement as to education, experience, knowledge, proficiency, ability, etc., are required of the incumbents. For example, class of clerks, typists, sanitary inspectors, assessors, overseers, etc.

### CLASS SPECIFICATION

A class specification is a description of the duties, responsibilities and qualification requirements of the position included in a class. The usual format of a class specification consists : first, class designations, such as 'steno-typists', 'junior stenographers' and 'senior stenographers' etc.; second, a general statement of the duties and responsibilities of positions in that class; third, some examples of typical tasks of work to be done; and fourth, minimum qualification requirements. In some cases the class specification also contains the salary grades and range and lines of promotion for the particular class.\*

### JOB ANALYSIS/EVALUATION

Another concept which is to be understood in connection with a position classification plan is job analysis. It is the process of studying jobs in order to secure all the information needed to classify them appropriately. In order to identify the various types of work and to keep similar positions together, it is necessary to find out what the various positions (jobs) consist of.

Good judgment and commonsense are required to interpret and weigh the relative importance of the various aspects of a job. Various rating systems are employed in determining the relative difficulty and complexity of positions in municipal

---

\*Some specimen class specifications are given in Annexure A.

governments. The procedure normally followed is that a small number of key jobs are fitted into grades by the personnel authority. The job descriptions of other positions are compared with those of the key jobs and the appropriate grade is determined.

#### SERIES AND GRADES

In larger municipalities classes of positions are arranged in series. A class series is composed of classes of positions closely similar as to line of work but differing in responsibilities and difficulties, arranged in a manner to indicate the normal line of promotion. For example, 'steno-typists', 'junior stenographers' and 'senior stenographers' are in three separate classes of positions which may be found in one series, the obvious difference being the gradations in difficulty of duties and responsibilities.

The term "grade" is also used in big municipalities to denote comparable levels of difficulty in job requirements for the total public service of a municipality. It may be mentioned here that most of the jobs in the federal government of U.S.A. from top to bottom have been placed in 18 grades (levels) and correspondingly 18 pay-scales have been prescribed for these federal employees. The grade levels are defined and all the posts, after proper evaluation, are placed in one of these grades according to level of duties and responsibilities (See for example Annexure B).

#### DEVELOPMENT OF A POSITION CLASSIFICATION PLAN

The first step in the development of a classification plan is the study of duties of all the positions in an organisation. For this purpose analysts are engaged to obtain the description of each position and then:

- sort into bunches all posts which seem to belong in the same occupation;
- sort into subsidiary bunches the posts which, in each occupation, seem to be at the same level of difficulty and responsibility;

## MUNICIPAL PERSONNEL SYSTEMS

- prepare definitions of the typical work done for each of the subsidiary bunches; this definition is called 'class description' and the positions in the bunch are regarded tentatively as members of a single class;
- bring together all classes in the same occupation, arrange them in order for least difficult to the most difficult, write definition of this 'class series';
- re-examine each position description in each bunch with the definition to ensure that : (1) they belong to that class series, and (2) the definition fits all the posts in the class and class series;
- rewrite definition to ensure that they cover what they should and transfer position description to the best suited class; and
- write class descriptions which not only define each class but also give examples of typical tasks and other information which will assist the analysts in classifying posts.

The maintenance of a classification plan is a continuous process. Creation of new posts and the abolition of existing ones in an organisation will necessitate the re-allocation of duties and responsibilities. These changes have to be reflected in the classification plan. Thus the work of classifying position does not end with the original survey but one has to take into consideration the changed conditions as a result of the organisation undertaking new functions or modifying its programmes. Unless the changes in the position are quickly located and the positions assigned to appropriate classes, the classification plan will in due course of time become obsolete thus defeating the very objective of a sound classification system.

### ADVANTAGES OF POSITION CLASSIFICATION SYSTEM

The position classification system has now been in vogue for many years in municipal governments of the United States. Some of the advantages arising out of its application in that

country are as follows :

#### EQUITABLE COMPENSATION

It has helped in achieving to a great extent one of the cardinal principles of personnel administration *i.e.* equal pay for equal work. By defining positions precisely and arranging them systematically according to various levels of duties and responsibilities, job evaluation becomes easier. Thus an appropriate value in terms of money can be calculated for each job in a rational and scientific manner.

#### THE JOB CONTENT OBJECTIVELY DEFINED

Information contained in class specification and jobs description provides a basis for comparing the jobs and scales of pay of a class of employees in one city with another for making equitable comparisons.

#### FIXATION OF RESPONSIBILITY

A major problem in municipal administration today is that of fixation of responsibility for acts of commission and omission. By precisely defining responsibility at each level the system ensures that the incumbent of a post knows and understands his exact responsibility through the position description. Thus the position description identifies for the employee and his supervisor what is expected of him, what his assignments are and what his responsibilities are? It also serves as a useful tool for superior officers in making assessment of duplication of efforts, under-utilisation or over-loading of work.

#### RECRUITMENT AND SELECTION

By placing various occupational groups in the appropriate class, the numerous occupations and positions are reduced to a manageable proportion and pay levels are rationally controlled. As the entire class can be fitted against particular salary scale, recruitment and selection can be made for a whole class of position.



## MUNICIPAL PERSONNEL SYSTEMS

### CLEAR LINE OF PROMOTION

The system enables the employees to have a clear indication of promotion opportunities and career development. The inter-relationship of positions in an occupational series gives a clear indication of career pattern.

### MEANINGFUL AND UNIFORM DESIGNATION

In our present system there is a bewildering and confusing array of designations which do not clearly reflect the kind of function performed by incumbent of the position. For the same nature of work various titles and designations are used in various municipal governments. For example the chief executive of municipalities are known by different designations. The position classification system ensures that designation reflects the job content of a position and its level in relation to position in the same occupational group.

### RATIONAL PAY SYSTEM

The categorisation of positions in classes and the classes into series facilitates comparison of relative difficulty and importance of the duties and responsibilities of the different positions from the lowest to the highest rank. Pay is not determined for an individual position nor on the basis of individual's personal initiative. On the other hand, the basis for pay determination is the relative difficulty in the duties and responsibilities of a class of position. The system establishes a consistent and logical relationship between salary, skill and work performance.

### FEASIBILITY OF INTRODUCING POSITION CLASSIFICATION PLAN IN MUNICIPAL GOVERNMENT IN INDIA

Accepting the fact that the position classification plan has worked with comparative advantage in a country like U.S.A., it is worth consideration whether it can with suitable modifications be adapted for municipal governments in India. This raises many problems.

One of the crucial problems would be that of the cost of

development, installation and maintenance of a position classification scheme. Many of the municipal governments in India are not so comfortably placed as regards to their resources to invest in such plans. However, a beginning could be made by the bigger municipalities and corporations as a first step towards embarking upon a plan of job evaluation, position description and class specification. These initial steps could ultimately lead to a clear-cut job standards and rational pay plan.

Already the trend in many of the states is to have a 'unified' municipal service. This certainly is a pointer towards standardisation of titles and pay scales. It is for consideration whether within a broad framework of the 'unified' municipal service structure certain important features of the position classification plan could be introduced without upsetting totally the present structure.

#### NEED FOR CENTRALISED PERSONNEL AGENCY

Another major requirement of a sound position classification plan is a centralised agency manned by professional experts. It would be the responsibility of this body to lay down uniform job standards, class specifications and grade definitions. In the present context, so far as the municipalities are concerned this role could be assigned to the local self-government department which controls the personnel policies and programme of municipal services. In case of bigger corporations independent public service commission could be set up which would fulfil the role of a central personnel agency.

The adoption of a position classification plan as an integral part of personnel administration in municipal governments should not be regarded as an end by itself. It is only one of the means to achieve effectively the objectives and goals of a sound personnel system in the municipal governments. These goals are changing and becoming bigger and more complex. For the urgent solution of problems faced by the municipal governments today, more and more specialised and professional knowledge is expected from its employees. It is being increasingly realised that if the municipal governments are to function

effectively their personnel policies and practices should be kept under continuous review. Pilot surveys to test the feasibility of introducing position classification in our Municipal governments would be a desirable step in this direction.

## DISCUSSIONS

Shri J. V. Vyas initiated the discussion on the paper presented by Dr. S. P. Verma with the observation that the introduction of special norms of position classification in municipal administration would be rather expensive and might upset smooth working of local bodies. In designating the posts and determination of pay scales in municipal administration, State governments' influence is predominant and it had been found convenient to use more or less similar administrative nomenclature at local level, as adopted by the State government. Any departure from the existing classification system would require *de novo* fixation of pay scales and job nomenclature. Shri J. T. Patel, however, observed that if the present classification system was contrary to the principle of "equal pay for equal work" and was not helpful in spelling out clear-cut definition of responsibilities and duties at each level it should be changed in the interest of employees' satisfaction and efficiency in municipal administration. Shri H. P. Shahi further stated that the wide disparities in the service conditions of municipal employees *vis-a-vis* the Central and State government employees would disappear in case the position classification was adopted. Dr. S. R. Maheshwari did not find anything wrong with the present classification system which he felt had stood the test of time. Moreover, unless the system of position classification was adopted by the Central and State governments as well it would not be desirable to apply it to municipal administration.

A system which had lasted for long, Dr. Verma contended, need not necessarily be good particularly when the personnel were called upon to perform new tasks for which the system had not been conceived. He strongly emphasised that the existing system of classification in which employees were paid according to status and service and not on the basis of nature

of duties and responsibilities and other requirements of the job, should be reviewed.

Prof. Mukharji felt that, if position classification approach had succeeded in Western countries, it had been largely due to the prevalence of a high degree of specialisation in their personnel systems. In India, unless the degree of specialisation in administration increased enormously than what obtained today, position classification could not be introduced except perhaps in case of highly technical services.

ANNEXURE A

CLASS SPECIFICATIONS

TAX COLLECTOR SERIES\*

Tax Collector,  
Senior Tax Collector,  
Associate Tax Collector,  
Principal Tax Collector,  
Assistant Director of Collection, and  
Director of Collection.

The chief responsibility of these employees is the prompt and efficient collection of delinquent taxes after normal assessment and corresponding methods have failed. The work involves frequent public contacts and employees exercise considerable discretion in the methods used to effect collections. In the Department of Taxation and Finance, they are assigned delinquency cases pertaining to taxes on corporations, personal income, truck mileage, alcoholic beverages, motor fuel, and estate, and in the Department of Labour, delinquent unemployment insurance accounts are referred to the incumbents for collection.

TAX COLLECTOR

He performs collection work in the field, contacting individuals, business firms, and their representatives: locates delinquent tax debtors by personal call or by telephone;

---

\*As prevalent in U. S. A. there may not be any exact equivalent positions in India.

traces those who have moved from last known address, through former employers, the post office system, or other leads; searches public records to locate individuals and business entities; seeks information relative to the financial standing of tax debtor; attempts to collect full amount of tax, penalties, and interest; if immediate payment cannot be made, may arrange instalment payments; explains basis for the computation of penalties and interest to the tax debtor; examines *Court and County* Clerk records to determine whether there are liens or other liabilities against property owned by the tax debtor; when necessary, makes levies on assets and assists in the sale of seized assets; occasionally assists tax debtors in filling out tax return; prepares and submits report on each case. When assignments are made, the supervisor reviews the facts of the case but the Collector is given considerable freedom of action in adapting work procedures and methods.

*Qualifications :* One year of experience in field work in the collection of delinquent accounts and either (a) three more years of collection work; or (b) high school graduation and one more year of experience either in collection work or in investigating, accounting, or legal-clerical work.

#### SENIOR TAX COLLECTOR

He supervises or assists in supervising a unit engaged in the collection of delinquent taxes : assigns cases to Tax Collectors; trains them to perform efficiently in the field; reviews their work for completeness and accuracy; analyses their reports and advises them in respect to established policies and procedures; decides whether warrant action should be taken; assists in solving difficult cases which may arise; on occasion, accompany Tax Collectors in the field to assist in handling complex cases, improve collection techniques, and provide proper supervision; personally handles the more difficult collections; conducts correspondence with tax debtors; applies knowledge of laws, regulations, and precedents to determine whether penalties may be adjusted or waived, whether supplementary proceedings or other legal action

should be taken.

*Qualification* : One year of permanent service as Tax Collector.

#### ASSOCIATE TAX COLLECTOR

He directs the issuance of tax warrants and supervises a section, usually composed of several units, engaged in collecting delinquent taxes; directs the work of a clerical staff and supervises Senior Tax Collectors and Tax Collectors; issues procedural instructions to field personnel and maintains administrative control over the number of cases processed and amount of taxes, penalties, and interest involved; conducts necessary levies and sale of personal property to enforce collection; holds conferences with taxpayers, attorneys; and accountants to interpret the law in collection matters; reviews work and reports of assistants to see that proper procedure is carried out; provides taxpayers who are in financial difficulty a reasonable extension of time to pay; reviews all new laws, rules, regulations, and administrative determinations and keeps the field staff informed on any points involving their work; directs the closing of completed assignments and proper disposition of insolvent accounts; consults with field staff concerning problems encountered and action to be taken; corresponds with agencies in other states and arranges for collection under interstate agreements; prepares periodic reports of assignments in process and collections and investigations made.

*Qualifications* : One year of permanent service as Senior Tax Collector.

#### PRINCIPAL TAX COLLECTOR

He is in charge of the Collections Sections of the Unemployment Insurance Accounts Bureau engaged in the statewide collection of delinquent unemployment insurance accounts and is responsible for all phases of the collection activities : approves or rejects requests for deferred payment arrangements; issues tax warrants; supervises the execution of judgments

by levy and sale of assets; confers with employees regarding delinquent accounts; authorizes the closing of cases in those instances where further collection activities would be useless or costly; determines the advisability of legal actions by the Attorney General's Office and supervises the preparation of legal claims filed in all forms of legal proceedings such as bankruptcies, etc.; establishes new and approved collection methods; prepares production reports of the section's activities. He exercises direct technical supervision over a large number of employees and is responsible for their work throughout the State. He has final technical authority operating under the general direction of a higher ranking administrator.

*Qualifications* : One year of permanent service as Associate Tax Collector.

#### ASSISTANT DIRECTOR OF COLLECTION

He is responsible for all operations and activities involved in field collection and legal enforcement for the Tax Commission within a specified area of the State: interprets and applies the policy of the Tax Commission in respect to the collection of delinquent taxes; is responsible for maintaining good public relations between the department and tax debtors; directs the work of the section, establishing policies and procedures; reviews and recommends actions on applications for remission of penalty and interest compromise of taxes or stay of warrants; supervises the maintenance of collection reports and records; issues departmental subpoenae directing tax debtors to appear and controls the issuance of warrants; conducts informal hearings with the debtors and their representatives; reviews decisions of subordinates on other informal hearings cases and decides on their disposition; maintains proper contact with other bureaus of the department and other government agencies. He is under the general supervision of the Director of the bureau.

*Qualifications* : One year of permanent service in a tax collecting position in the Department of Taxation and Finance.



## MUNICIPAL PERSONNEL SYSTEMS

### DIRECTOR OF COLLECTION

He is responsible for the statewide operations and activities of a bureau engaged in the collection and legal enforcement of delinquent taxes: within the framework of the policy of the Tax Commission, formulates and promulgates rules and regulations, operating policies, work programmes, work performance standards, and reports of operations; coordinates work programmes and policies of the many geographic sections of the State and between the units of the bureau; is responsible for the proper maintenance of records throughout the State; keeps the Tax Commission informed regarding tax collection programmes and recommends reconsideration of collection policy. He directs generally the day-to-day work of the bureau through designated assistants and organizational supervisors and is responsible to the Tax Commission for the Bureau's proper operation. This position is in the exempt class, is not allocated to a statutory salary grade, and no examination is required.

## ANNEXURE B

### GRADE DEFINITIONS

#### GRADE I

In this grade are to be assigned classes of position in which the incumbents perform simple work such as carrying messages, cleaning desks, washing bottles for laboratory use, planting and caring for plants, bringing work to machinists, etc.

#### *Typical classes in this grade*

Peons, messengers, farashes, gardeners, bottle-washers, mechanic's helpers, etc.

## GRADE II

In this grade are to be assigned classes of positions in which the incumbents perform, under immediate supervision, simple routine work such as filing of letters, operating a duplicating machine, tending a simple machine, doing rough carpentry, making simple electrical repairs etc.

### *Typical classes in this grade*

Dafttry, wireman, gestetner-operator, carpenter, machine operator, etc.

## GRADE III

In this grade are to be assigned classes of positions in which the incumbents perform, under immediate supervision with little or no latitude for exercise of independent judgment, such routine work as typing, drafting simple letters, preparing pay bills, teaching primary school classes, etc.

### *Typical classes in this grade*

Lower Division Clerk, Mechanic, Sub-Overseer, Library Assistant, Assistant Store-keeper, Compressor Driver, etc.

## GRADE IV

In this grade are to be assigned classes of positions in which the incumbents perform, under immediate supervision with limited latitude for exercise of independent judgment, technical or supervisory work such as classifying books in a library, supervising a group of workmen who tend machines, making routine analyses of chemical compounds, teaching students at the high school level etc.

### *Typical classes in this grade*

U. D. C., Statistical Clerk, Chargeman, Store Keeper, High School Teacher, Assistant Librarian etc.

## GRADE V

In this grade are to be assigned classes of positions in which

## **MUNICIPAL PERSONNEL SYSTEMS**

the incumbents perform, under general supervision, moderately difficult and responsible work in office, professional, or technical fields, such as developing detailed design drawings for mechanical equipment, preparing drafts or notes on complicated issues, assisting a senior officer in maintenance and upkeep of Government buildings, collecting statistical data etc.

### *Typical classes in this grade*

Overseer, Librarian, Cashier, Assistant etc.

### **GRADE VI**

In this grade are to be assigned classes of positions in which the incumbents perform, under general supervision, difficult and responsible work in office or professional or technical fields, such as examining/inspecting accounts books, supervising work of statistical data collection; inspecting factories to determine compliance with labour legislation etc.

### *Typical classes in this grade*

Assistant Civil Engineer, Senior Technical Assistant, Sub-Editor, Senior Economic Investigator, Publication Assistant, etc.

### **GRADE VII**

In this grade are to be assigned classes of positions in which the incumbents perform, under general supervision, very difficult and responsible work in office, technical, supervisory, or administrative fields, such as designing roads, supervising the construction of buildings; exploring, supervising a section; indenting stores according to technical specifications ; analysing statistically, economic or other numerical data and summarising finding, etc.

### *Typical classes in this grade*

Deputy Educational Officer, Section Officer, Stores Officer, etc.

### **GRADE VIII**

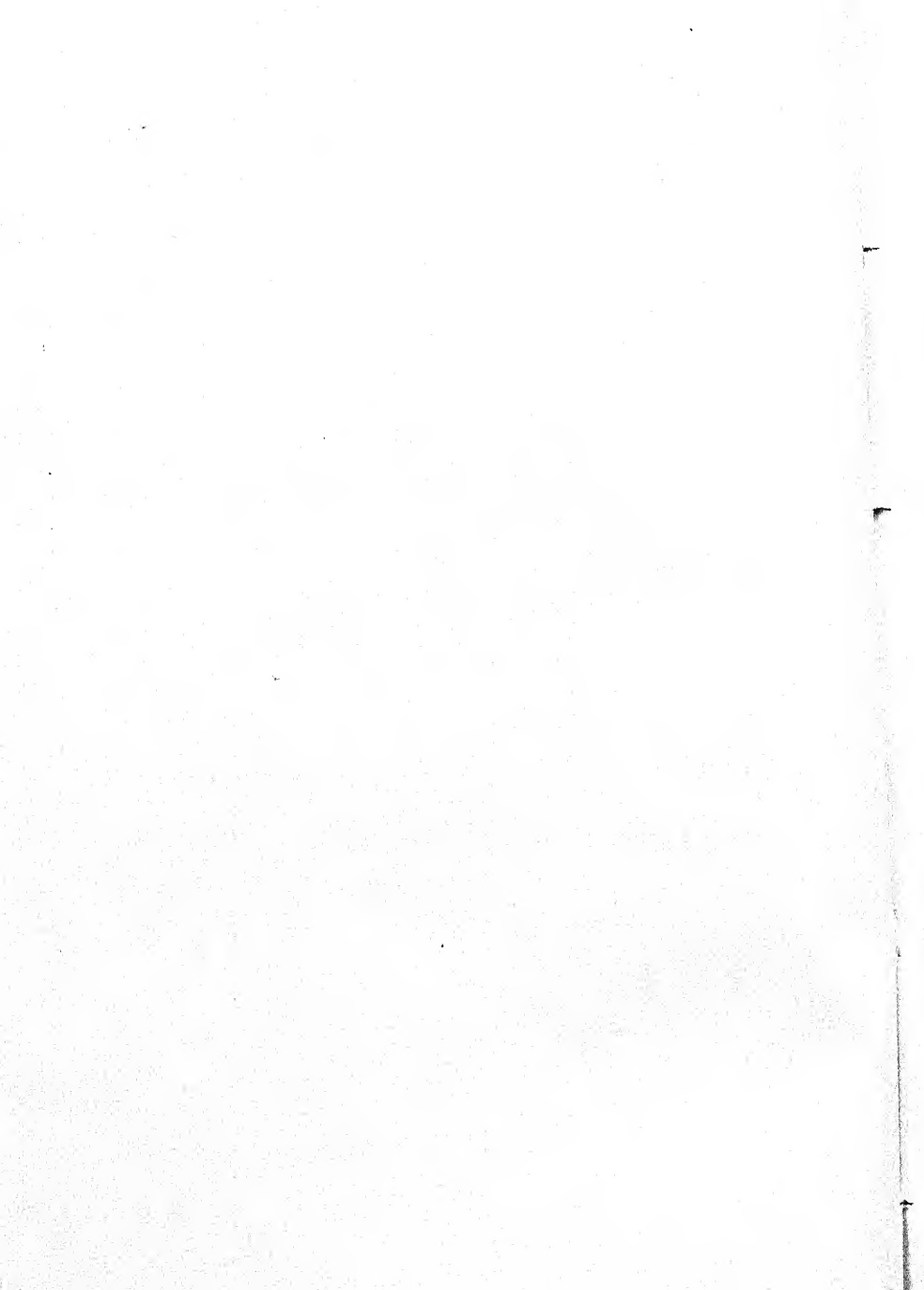
In this grade are to be assigned classes of positions in which

## WORKING PAPERS AND DISCUSSIONS

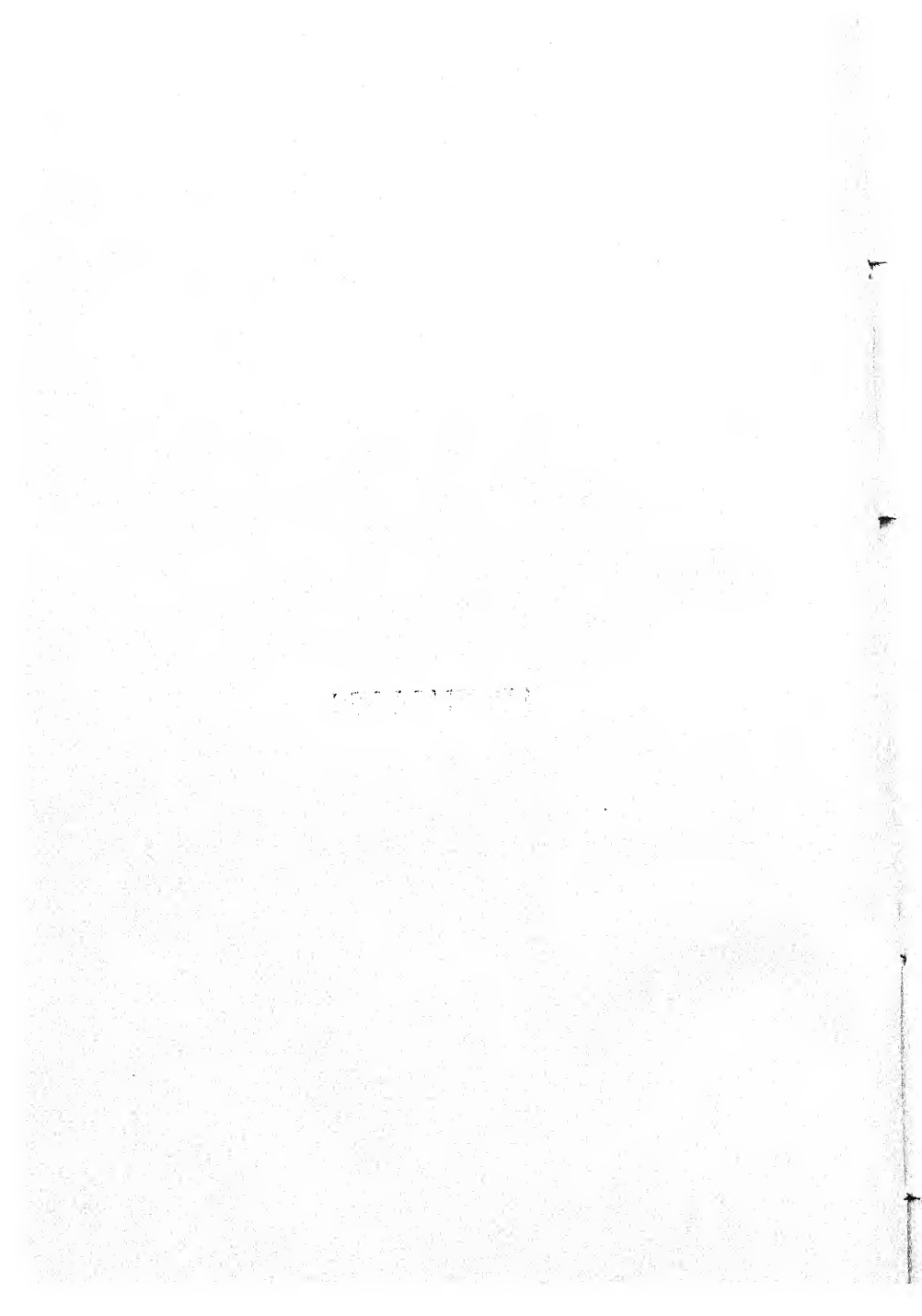
the incumbents perform, under general administrative supervision, with considerable latitude for the exercise of independent judgment, highly difficult and responsible work along technical, supervisory or administrative lines, supervising foreman in a workshop, including the establishing of work procedures and production schedule; selecting, writing and reviewing materials for official publications, etc.

### *Typical classes in this grade*

Statistical Officer, Mechanical Engineer, Chief Preventive Officer, Education Officer, Health Officer, etc.



## APPENDICES



APPENDIX A

LIST OF PARTICIPANTS

<i>Name</i>	<i>Designation</i>
1. Shri D. D. Sharma	Secretary to the Government of Haryana, LSG Department, Chandigarh.
2. Shri L. R. Mago	O. S. D., LSG Department, Government of Haryana, Chandigarh.
3. Shri P. Sen	Director of Municipal Administration, Government of Assam, Shillong.
4. Shri J. V. Vyas	Municipal Commissioner, Surat Municipal Corporation, Surat (Gujarat).



# MUNICIPAL PERSONNEL SYSTEMS

<i>Name</i>	<i>Designation</i>
5. Shri R. K. Anand	Administrator, Simla Municipal Corporation, Simla (H. P.).
6. Prof. R. B. Das	Head of the Department of Public Administration, and Director, Regional Centre for Training and Research in Municipal Administration, Lucknow University, Lucknow (U. P.).
7. Shri N. D. Rajadhya- ksha	Director-General, All India Institute of Local Self-Government, II-Horniman Circle, Fort, Bombay.
8. Prof. A. K. Bhatta- charjee	Regional Centre for Training and Research in Municipal Administration, Indian Institute of Social Welfare and Business Management, Calcutta (West Bengal).
9. Shri Fateh Chand Vij	Member, Legislative Assembly, Haryana.
10. Shri Hari Prasad Shahi	Member, Legislative Assembly, U. P.
11. Mr. Man Mohan Kalia	Member, Legislative Assembly, Punjab.
12. Shri N. A. Patil	President, Town Municipal Council, Mudgal, Distt. Raichur (Mysore).
13. Shri S. Parasmal Jain	Councillor, Town Municipal Council, Mudgal, Distt. Raichur (Mysore.)

# APPENDIX A

<i>Name</i>	<i>Designation</i>
14. Shri M. Jani	Councillor, Town Municipal Council, Mudgal, Distt. Raichur (Mysore).
15. Shri R. Hampanna	Councillor, Town Municipal Council, Yadgir, Distt. Gulbarga (Mysore).
16. Shri Rajshekhar Kolur	Councillor, Town Municipal Council, Yadgir, Distt. Gulbarga (Mysore).
17. Shri Basweraj Sajjan Shetty	Councillor, Town Municipal Council, Shahpur, Distt. Gulbarga (Mysore).
18. Shri Venkoba Dandu	Vice President, Town Municipal Council, Shahpur, Distt. Gulbarga (Mysore).
19. Shri H. N. Shivalinga	Councillor, Town Municipal Council, Y. N. Hoskote, Tumkur (Mysore).
20. Shri T. Subbaiah	President, Town Municipal Council, Y. N. Hoskote, Distt. Tumkur (Mysore).
21. Shri Shivaraj Patil	President, Town Municipal Council, Sedam, Distt. Gulbarga (Mysore).
22. Shri Shankrayya Swami	Councillor, Town Municipal Council, Sedam, Distt. Gulbarga (Mysore).
23. Shri Meer Ahmed Ali	Vice-President, Town Municipal Council, Gangavati, Distt. Raichur (Mysore).

# MUNICIPAL PERSONNEL SYSTEMS

<i>Name</i>	<i>Designation</i>
24. Shri G. Mahadevappa	Councillor, Town Municipal Council, Gangavati, Distt. Raichur (Mysore).
25. Shri O. R. Wathodkar	President, Municipal Committee, Amravati, Distt. Akola (Maharashtra).
26. Shri G. B. Jaiswal	Chief Officer, Municipal Committee, Amravati, Distt. Akola (Maharashtra).
27. Shri Abdus Sattar	Councillor, Municipal Committee, Amravati (Maharashtra).
28. Shri A. Pandurangapp	Councillor, Town Municipal Council, Hoskote, Distt. Bangalore (Mysore).
29. Shri M. S. Watve	President, Town Municipal Council, Jamkhandi, Distt. Bijapur (Mysore).
30. Shri K. G. Kadarmandalgi	Chief Officer, Town Municipal Council, Nargund, Distt. Dharwar (Mysore).
31. Shri L. S. Patil	President, Town Municipal Council, Nargund, Distt. Dharwar (Mysore).
32. Shri F. M. Hasbi	Councillor, Town Municipal Council, Nargund, Distt. Dharwar (Mysore).
33. Shri V. Rajanna	President, City Municipal Council, Raichur (Mysore).

## APPENDIX A

<i>Name</i>	<i>Designation</i>
34. Dr. S. Ramkrishna	Councillor, City Municipal Council, Raichur (Mysore).
35. Shri J. Shantilal	Councillor, City Municipal Council, Raichur (Mysore).
36. Shri Ahanbali Naik	Councillor, City Municipal Council, Raichur (Mysore).
37. Shri K. V. Chikkan-naiah	President, Town Municipal Council, Kankapura, Distt. Bangalore (Mysore).
38. Shri K. N. Ramaiah	Vice-President, Town Municipal Council, Kankapura, Distt. Bangalore (Mysore).
39. Shri H. Narayanaswamy	Chief Officer, Town Municipal Council, Kankapur, Distt. Bangalore (Mysore).
40. Shri J. T. Patel	Chairman, Social Welfare Committee, Surat Municipal Corporation, Surat (Gujarat).
41. Shri T. Bharmappa	Councillor, City Municipality, Hospet, Distt. Bellary (Mysore).
42. Shri Tarihalli Bharmappa	Councillor, Hospet Municipality, Hospet, Distt. Bellary (Mysore).
43. Shri K. Gudu Sahib	Councillor, Hospet Municipality, Hospet, Distt. Bellary (Mysore).
44. Shri Thakur Navalsing	President, Municipal Council, Burhanpur, Distt. East Minar (M. P.)

# MUNICIPAL PERSONNEL SYSTEMS

<i>Name</i>	<i>Designation</i>
45. Dr. Pralhadraivaibhaw	Vice-President, Municipal Council, Burhanpur, Distt. East Minar (M. P.)
46. Shri S. Moinuddin Hussani	Vice-President, City Municipal Council, Keppal, Distt. Raichur (Mysore).
47. Shri B. N. Kawalur	Councillor, City Municipal Council, Keppal, Distt. Raichur (Mysore).
48. Shri B. Nagappa	Councillor, City Municipal Council, Keppal, Distt. Raichur (Mysore).
49. Shri S. Amravati	President, Town Municipal Council, Chitapur, Distt. Raichur (Mysore).
50. Shri K. Tirthappa	President, Town Municipal Council, Lingasgur, Distt. Raichur (Mysore).
51. Shri Chandappa	Vice-President, Town Municipal Council, Lingasgur, Distt. Raichur (Mysore).
52. Shri K. Nemichand	Councillor, Town Municipal Council, Lingasgur, Distt. Raichur (Mysore).
53. Shri G. C. Salimath	Secretary, Town Municipal Council, Bailhongel, Distt. Belgaum (Mysore).

<i>Name</i>	<i>Designation</i>
54. Shri R. C. Balekundabgi	Councillor, Town Municipal Council, Bailhongel, Distt. Belgaum (Mysore).
55. Shri S. S. Sivasangyaiah	Councillor, Town Municipal Council, Bailhongel, Distt. Belgaum (Mysore).
56. Shri C. V. Venkatrayappa	President, Town Municipal Council, Chikballapur, Distt. Kolar (Mysore).
57. Shri K. Muninanjappa	Councillor, Town Municipal Council, Chikballapur, Distt. Kolar (Mysore).
58. Shri M. Thimmanna	Councillor, Town Municipal Council, Ramanagaram, Distt. Bangalore (Mysore).
59. Shri V. Jagannath	Councillor, Town Municipal Council, Ramanagaram, Distt. Bangalore (Mysore).
60. Shri Tajuddin	President, Town Municipal Council, Baswa Kalyani, Distt. Bidar (Mysore).
61. Shri T. N. Nayajbhini	Councillor, Town Municipal Council, Baswa-Kalyani, Distt. Bidar (Mysore).
62. Shri P. S. Gurajar	Councillor, Town Municipal Council, Baswa-Kalyani, Distt. Bidar (Mysore).

# MUNICIPAL PERSONNEL SYSTEMS

<i>Name</i>	<i>Designation</i>
63. Shri C. R. Rangaswamy	Councillor, Town Municipal Council, Chiknaikanahalli, Distt. Tumkur (Mysore).
64. Shri C. S. Nagesh	Councillor, Town Municipal Council, Chiknaikanahalli, Distt. Tumkur (Mysore).
65. Shri C. G. Govindappa	Councillor, Town Municipal Council, Chiknaikanahalli, Distt. Tumkur (Mysore)
66. Shri S. Siddalingamaria	Councillor, Town Municipal Council, Chiknaikanahalli, Distt. Tumkur (Mysore)
67. Shri C. K. Siddappa	Municipal Councillor, Town Municipal Council, Chiknaikanahalli, Distt. Tumkur (Mysore).
68. Shri N. K. Alnavar	President, Town Municipal Council, Savanur, Distt. Dharwar (Mysore).
69. Dr. M. V. Shanbhag	Councillor, Town Municipal Council, Savanur, Distt. Dharwar (Mysore).
70. Shri A. M. Havaladar	Chief Officer, Town Municipal Council, Savanur, Distt. Dharwar (Mysore).
71. Shri H. D. Rangappa Guwda	President, Town Municipal Council, Turuvakere, Distt. Tumkur (Mysore).

<i>Name</i>	<i>Designation</i>
72. Shri H. Nanjappa	Councillor, Town Municipal Council, Turuvakere, Distt. Tumkur (Mysore).
73. Shri H. Narayana Setty	Chief Officer, Town Municipal Council, Turuvakere, Distt. Tumkur (Mysore).
74. Shri S. Gopal	Chief Officer, Town Municipal Council, Chiknaikanahalli, Distt. Tumkur (Mysore).
75. Shri Ramashanker Tiwari	Councillor, Municipal Council, Bilaspur (M. P.)
76. Shri Krishnakumar Sharma	Councillor, Municipal Council, Bilaspur (M. P.)
77. Prof. G. Mukharji	Director, Indian Institute of Public Administration, New Delhi.
78. Prof. Deva Raj	Director, Centre for Training and Research in Municipal Administration, Indian Institute of Public Administration, New Delhi.
79. Prof. V. Jagannadham	Professor, Indian Institute of Public Administration, New Delhi.
80. Dr. S. R. Maheshwari	Reader, Indian Institute of Public Administration, New Delhi.



## MUNICIPAL PERSONNEL SYSTEMS

<i>Name</i>	<i>Designation</i>
81. Shri Abhijit Datta	Reader, Centre for Training and Research in Municipal Administration, Indian Institute of Public Administration, New Delhi.
82. Dr. Mohit Bhattacharya	Reader, Centre for Training and Research in Municipal Administration, Indian Institute of Public Administration, New Delhi.
83. Shri D. D. Malhotra	Lecturer, Centre for Training and Research in Municipal Administration, Indian Institute of Public Administration, New Delhi.
84. Dr. S. P. Verma	Reader, Indian Institute of Public Administration, New Delhi.
85. Shri D. N. Gadhok	Research Associate, Indian Institute of Public Administration, New Delhi.

APPENDIX B

WORK PROGRAMME

MORNING SESSION

*June 7, 1971*

(10.45 a.m. to 1.00 p. m )

Welcome Address by Prof. G. Mukharji.

Inauguration by Shri Hans Raj Gupta, Mayor Municipal Corporation of Delhi.

Chairman :

PROF. R. B. DASS

Paper presented :

(i) Personnel System and  
Municipal Management  
Structure

DR. MOHIT BHATTACHARYA

Discussion by participants.

## MUNICIPAL PERSONNEL SYSTEMS

### AFTERNOON SESSION

(3.00 p. m. to 5.00 p. m.)

Chairman :

SHRI H. P. SHAHI

Papers presented :

- (i) Management of Municipal Cadres  
PROF. DEVA RAJ
- (ii) Training in Relation to Municipal Staffing Pattern  
SHRI A. DATTA

Discussion by participants.

### MORNING SESSION

*June 8, 1971*

(10.00 a. m. to 1.00 p.m.)

Chairman :

SHRI J. T. PATEL

Paper presented :

- (i) Municipal Executive and Technical Officers : Problem of the Relationship  
SHRI D. D. MALHOTRA

Discussion by participants.

### AFTERNOON SESSION

(3.00 p. m. to 5.00 p. m.)

Chairman :

SHRI S. AMRAWATI

Paper presented :

- (i) Position Classification in Municipal Personnel Administration  
DR. S. P. VERMA

Discussion by participants.

Concluding Address by Prof. G. Mukharji.



